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P R O C E E D I N G S

of the

SELECT COMMITTEE APPOINTED BY THE LEGISLATURE OF
THE PROVINCE OF ONTARIO TO ENQUIRE INTO AND REPORT
UPON MATTERS IN CONNECTION WITH TOLL ROADS IN THE
PROVINCE.

Mr. J. P. Robarts, Q.C., Chairman.

Mr. D. J. Collins, Secretary.

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VOLUME XXX

Monday, October 22nd, 1956,

BELLEVILLE, Ont.

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R. C. Sturgeon,
Official Reporter,
Parliament Buildings,
Toronto, Ontario.

T H I R T I E T H D A Y

Belleville, Ontario,
Monday, October 22nd, 1956,
1:30 o'clock, p.m.

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The further proceedings of this Committee
reconvened pursuant to adjournment.

Mr. J. P. Robarts, Q.C., Chairman,
Presiding.

PRESENT:

Messrs. Sandercock,

Auld,

Mackenzie,

Root,

Yaremko, Q.C.,

Manley,

MacDonald.

Mr. D. J. Collins, Secretary.

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APPEARANCES:

Mrs. Jane Forrester, Mayor, Belleville.

Mr. Roscoe Robson, M.P.P., Hastings East.

Mr. Norris Whitney, M.P.P., Prince Edward-Lennox.

Mr. Elmer Wood,	Warden, Hastings County.
Mr. Tracy Adams,	Chairman, Roads' Commission, Hastings County.
Mr. Arthur Graham,	Reeve, Richmond Township.
Mr. J. J. Rathbun,	Rapid Bus Service, Trenton- Belleville.
Mr. R. W. Probert,	Chief of Police, Belleville
Mr. J. Clair Hayes,	Inspector, Belleville Police Department.
Mr. C. A. Mott,	City Engineer, Belleville.
Mr. Dennis Herring,	City Manager, Belleville.
Mr. J. B. Harder,	Reeve, Sydney Township.
Mr. C. B. Ketcheson,	Reeve, Thurlow Township.
Mr. Tice,	Alderman, City of Belleville
Mr. J. F. Fleming,	Warden, Lennox County.
Mr. N. Kennedy,	Reeve, Morley Township.
Mr. F. E. Huff,	Reeve, Ernestown.
Mr. Alex. Moffatt,	County Engineer, Hastings County.
Mr. Thompson,	City Assessor, Belleville.
Mr. Langlois,	Alderman, City of Belleville

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THE CHAIRMAN: Mr. Sandercock, would you
like to open the meeting?

MR. SANDERCOCK: Thank you, Mr. Chairman.

First of all, I think I should introduce our Committee to you. The Chairman of the Committee is Mr. John Robarts, Q.C., from London, and then going around the table is Mr. Mackenzie, from York North; Mr. Auld, from Leeds; Mr. Yaremko, Q.C., Toronto-Bellwoods; Mr. Manley, Stormont; Mr. Root, Wellington-Dufferin; Mr. MacDonald, York South, and our Secretary, Mr. "Don" Collins, on the executive staff of the hon. Prime Minister, who is doing a wonderful job as secretary of this Committee.

Then to my immediate left is our shorthand reporter who takes down every word that is said, but he is very good about it, and if you want to say something and do not want it recorded, it will be left out. You will find he is very co-operative, but he gets down every word, no matter how fast we talk.

Now, I think it would be a very good thing if the Committee was to know who is in our audience.

We are very proud of having a lady Mayor of Belleville, and I would like to introduce to you Her Worship, Mrs. Forrester. Then, proceeding from this corner, is our good friend, Roscoe Robson, M.P.P. (Hastings East), and behind him the Warden of the County, Mr. Elmer Wood. Next to him Mr. Adams, Chairman of the Roads' Committee; Mr. Herring, our newly-appointed City

Manager; then Mr. Thompson, the City Assessor, and behind him the Reeve of Sydney Township, Mr. Harder; next to him the Reeve of Thurlow Township, Mr. Ketcheson, and back of him is Mr. Rathbun, of the Bus Company. Next to him is Mr. Graham, from Richmond Township, and then our good friend Norris Whitney, M.P.P. (Prince Edward-Lennox), and next to Mr. Whitney is our City Engineer, Mr. Mott, and then our friend, the Chief of the Belleville Police, Mr. Probert, and next to him is Inspector Hayes of the Belleville Police.

I think that about covers those who are in the audience at the moment, although there may be some come in a little later on.

Our procedure has been for our Chairman to outline the toll roads programme as we have studied it to date. We have done a great deal of travelling in the States, and are now making a tour of the province, in an endeavour to secure public opinion on the question of toll roads.

With these few remarks, I will ask our Chairman to carry on, and explain what we have done up to date, and we will be very glad to hear anything that he has to say.

THE CHAIRMAN: Thank you, Mr. Sandercock.

Your Worship and gentlemen; I think perhaps

I might start by telling you who we are, what we are, what we have done to date, and what we are attempting to accomplish this afternoon, and what we propose to do in the future.

I perhaps should start by apologizing to you for being late, although we have reached the point, where about a half an hour late is considered to be almost on time. It seems that something always occurs which holds us up a little.

This Committee was constituted originally in 1955, during the latter part of the spring Session, and we were given fairly broad terms of reference, namely, to study the whole matter of toll roads, and their possible application in this province.

As you know, the Legislature was dissolved, and we had a general election in June, and at the dissolution, the Committee, of course, ceased to exist, but we were re-appointed in September, 1955, and between September of last year and March of this year, we did a great deal of travelling in the United States, looking at toll roads there, and conferring with the people who planned, designed and administered them.

That led to an interim report which we submitted to the Legislature in March of this year, which will be found in this little green book. There

are plenty of copies available, if anybody would like one.

As a result of our studies, -- or rather, I should say during our studies -- we visited the New York Thruway, the New Jersey Turnpike, the Garden State Parkway, and the Pennsylvania Turnpike last fall.

This spring we went to Ohio and had a look at the Ohio Turnpike, which, at that time, was experiencing certain difficulties, and we were interested in finding out why.

In addition to those visits, we have held a long series of public meetings in Toronto at which we received briefs from any organization in the province which was interested one way or the other.

We also had many representations made to us, and we secured information from our own Department of Highways, and our Treasury Department, concerning the whole question of highways generally, as we found ourselves investigating the question of highway financing.

As a result of these meetings, as set out in this report, we came to certain what we call "General Observations", which are five in number.

We found that these five observations, in some combination, applied in every jurisdiction in which toll roads are in use at the present time.

Our first observation was:

" The Government of the State did not feel that it was in the public interest to increase motor vehicle taxation sufficiently to obtain the necessary revenue to build urgently required controlled access expressway or high cost bridge facilities. Practical economics and the belief that the motor vehicle user should not be assessed beyond a fair tax burden was construed to mean that the construction of high cost projects was not sufficiently in the general public interest to deserve a levy on all motor vehicle owners and operators whether users of the facility or not."

That simply means there was a feeling that the gasoline tax and the licencing fees had gone about as far as they could in actually raising the money for the construction of highways.

We found, secondly:

" Out-of-state traffic would constitute a high percentage of the motor vehicles which would use the highway or bridge to be constructed. This is in most cases caused by motor vehicle traffic passing from one major centre to another and not originating or terminating in the state

responsible for such road construction.

In this case, out-of-state vehicles could travel over the roads and highways without contributing any tax revenue for the construction and maintenance of roads."

That meant traffic -- or a certain portion of it -- was travelling through a jurisdiction, and making no contribution to the cost and upkeep of the highways.

Then we found, thirdly:

"A great backlog of highway construction remained, even after motor vehicle revenues were utilized for construction and maintenance of the highway system. This backlog was usually revealed by investigation conducted to discover the inadequacies of highways, and predictions on future highway requirements. Highway demands continue to increase to such a degree that construction could not keep pace without resort to some new method of financing which would permit an accelerated highway program."

This was due to the war when highway construction fell far behind, and (b) the tremendous increase in the number of vehicles using our roads.

Fourthly, we found:

" County and town demands for increased road construction to maintain and improve transportation arteries have precluded concentrated expressway building programs. This means in effect that highway revenues are not great enough to provide sufficient sums for significant divided controlled access construction, and for subsidization of rural and urban service roads at the same time."

We can only spend a dollar once, and if the government gives it to a municipality for the municipal roads, of course, it cannot be used to build the large and expensive highways we need to link our centres of industry and population.

That pressure exists in practically every place we went as well.

Finally, we found:

" In a few jurisdictions there is evidence that highway revenues were in part diverted to other state programs considered more deserving. In the main, such expenditures were directed to education and welfare and not used to maintain an adequate highway system."

That is, the money which was collected from the motorists instead of being given back to them for roads, had been diverted for school purposes, public welfare, and one thing and another.

We found that is not true in this province. We investigated it very thoroughly, and our conclusion was that of every dollar spent on highways in this province, approximately 69 cents came from the motorists, and the other 31 cents came from the general tax revenue, or was added onto our debt. That is an average for the last seven years.

There is an interesting point involved there. Where is the cutting-off spot? How much should the motorist pay? Should he pay it all, or 60 percent. or 75 percent., or what percentage? You can wander around in speculation for some time, but these are the figures, as far as this province is concerned.

As far as toll roads specifically are concerned; we arrived at some conclusions, and I will go over them very quickly.

First, we found:

"There is no inherent engineering or traffic control advantage in toll expressways over free roads, such as No. 400, built out of tax revenue and provincial credit."

We have free roads in this province now which meet every engineering standard of any toll road in existence in the United States. So, as such, a toll road is no better than any other road.

Secondly, we reached the conclusion that:

" Toll financing is an expedient to enable the state to build high cost expressways and bridge projects quickly on a user pay system, when revenues are below expenditures. The alternative would be an indefinite postponement or, at the best, piecemeal construction on funds available out of current revenue."

We found, thirdly, that:

" The toll method of financing permits the construction of a complete system early and thereby increases the economic effect of a major traffic artery in the jurisdiction, actually encouraging industry and providing a stimulus to the economy without increasing taxes on the general citizenry. The direct and indirect economic benefits may in fact offset much of the expense of construction of the toll facility within a very short time. The construction of the expressway benefits the entire community as well as the special

group which makes direct use of the road. Savings in time of travel, vehicle wear, and accident damage are startling when calculated on a money value basis for each user."

I think the best example we found of that was in connection with the New York Thruway. The last figure we received was that it would cost approximately \$1 billion, and it was built within a period of three to three and one-half years.

If that road had been built piecemeal, out of current tax revenue of the state of New York, it probably would have taken fifteen or twenty years to build its whole length.

But they simply went out and sold bonds and built the road as quickly as possible, and in the next forty years, it will pay for itself.

In my opinion, that is one of the greatest advantages in being able to build roads and finance them on that basis.

We also concluded that:

" Where the toll method of financing is instituted, such roads should be planned and constructed to form an integrated part of the entire highway network. Toll projects should be designed to ensure that their use will produce

the maximum benefit for all citizens of the jurisdiction. This requires that toll facilities be under Government (Provincial) control, and administered through a separate Provincial Board reporting to the Minister of Highways. It is the proper responsibility of the Government to plan the construction of highways and assist in the construction of improved municipal roads. This is true even when the toll method of finance is required, for the planning engineers should not allow toll facilities to obscure inadequate development of the remaining parts of the highway network. Controlled access express-highways may, in fact, place an added strain on certain sections of the present road system unless interchanges and secondary roads are designed to siphon off, without congestion, the induced traffic flows."

Wherever you have toll roads, you must plan them to fit into the provincial highway system. You cannot build a road to move traffic from "A" to "B", but you must know what the effects of it will be on the terminal points "A" and "B", and also the feeder roads, in between.

Next, we came to the conclusion that:

"The ever changing aspects of the motor vehicle tax system must be studied and revised whenever circumstances merit. New fuels and more efficient vehicles able to operate with greater loads, can complicate a tax system based on gasoline gallonage. In fact, the transportation field is a dynamic one, with constant technological improvements and developments. The taxation system and the highway construction program should keep pace with new developments and not attempt to impede progress by unnecessary restrictions. These restrictions are in part caused by insufficient amounts of money available to the construction engineer to build roads to high enough standards to accommodate all vehicles regardless of weight. Weight loads which can be moved economically by motor transport have sharply increased in the last few years. Secondary roads, because of their lighter construction, suffer most from heavy transportation movements. This requires a new approach in the classification of roads and streets. The construction of each road limits the type of vehicles it can carry without

undue deterioration. Secondary considerations, such as heavy traffic in residential areas, must also be considered."

The motor vehicles are so dynamic in our economy, and are increasing at such a tremendous rate, and have such an effect on industry, that we have come to the conclusion that constant studies are necessary, if we are to keep up with the motor vehicles -- if I may put it that way -- if we are not satisfied that our present system of taxation is accomplishing what we want.

We also came to the conclusion -- and this is part and parcel of the last I mentioned -- that with the tremendous growth of motor vehicles, planning becomes extremely difficult.

Mr. Mackenzie, for instance, came into Toronto this morning, and he told us that the new highway, only opened last August, was absolutely jammed full, and there was a traffic jam over two miles long. That is an example of what we have to face. We simply cannot build roads fast enough to keep up with the growth of traffic, and it makes planning extremely difficult, because if we plan a road today, it takes two years to build it, and by the time it is operating for three months, it is operating to capacity. We are having

difficulty in keeping up with the number of automobiles in the province.

We found that toll roads cost considerably more than ordinary roads to build. The accesses have to be limited, and we have to construct expensive underpasses and overpasses, and the actual cost for collecting tolls, and the facilities required, are expensive, as well.

We also came to the conclusion that our present rate of taxation is not producing sufficient revenue to build the roads we need. That simply means that we have to get money from some place, and we are not getting enough, under our present system, and that is why I say that to some extent we have left the study of toll roads, and are really wandering around in the realm of highway taxation. I will speak a little more fully on that in a moment.

We also were of the opinion that in connection with the planning, feasibility reports from preferably independent engineering firms are necessary. There are so many factors entering into projects which may affect the success or failure of a toll road, that we feel that a report from an impartial group of engineers, which will consider all the factors involved, is absolutely necessary, and we so recommended.

We also feel we should like to have some help from the Federal government. We have three reasons for that; first, we feel that a good road in Ontario, as our economy is developed, is important to Ontario, in fact, to the country as a whole.

Secondly, we feel that our highway system is a great factor in national defence.

Thirdly, we feel the Federal government is taking a tremendous amount of money from the motoring public, and returning very little of it for roads.

I do not know whether you realize it or not, but you are paying something under 2 cents in gasoline tax to the Federal government. It is called a "sales tax", but it is paid to the Federal government, and we get nothing out of it. Of course, there is a little paid back by way of contributions to the Trans-Canada Highway, and while we are in favour of the Trans-Canada Highway, we feel that the major traffic problems do not exist in the communities through which the Trans-Canada passes.

For these reasons, we feel we might like to have more assistance from the Federal government.

Now, having drawn these conclusions, certain recommendations were made to the Legislature, which were accepted, and I will go over them very briefly.

Our first recommendation was:

" That the Legislature accept the principle of a toll method as a practical system of financing the construction and maintenance of multilane controlled access highways and urban expressways and special high cost structures, such as bridges, causeways and tunnels."

Please note we recommended only that the principle be accepted.

Secondly, we recommended:

" That the feasibility of each project be considered through an impartial study by experts of detailed data on actual and predicted traffic volumes, and construction costs. A calculation should also be made of the contribution to the economic development of the province generally and the social advantages to all our citizens."

And we further recommended:

" That consideration be given to the basic contribution of each project to the Province generally and that the possibility of a portion only of the capital cost of any project being financed and amortized through the imposition of a toll be considered."

That, I might say, is rather a completely new

departure, and something which is spoken of as being undesirable in several places we visited in the United States, but in thinking of our own province, we felt the idea had merit.

Then we recommended:

" That any facility which is subject to a toll charge shall become free when the payment of the facility has been completed, including the government contribution."

What we had in mind there was the idea of eliminating any possibility of a self-perpetuating toll organization, and as we recognize that this is only another method of paying for a road, once it is paid for, it should be brought into the highway system of the province.

Then we further recommended:

" That no consideration be given to the construction, operation and maintenance of toll roads in the Province by private companies."

Our feeling is that these roads must form part of our highway system generally, and, therefore, we cannot afford to allow the construction of them to pass out of the hands of the government.

Finally, we recommended:

" That a Commission or Board be established as

the authority to conduct the necessary investigation outlined above and to administer any toll facilities established in the Province, such Commission or Board to report to the Minister of Highways."

You will notice these are all very general recommendations. Unfortunately, we had no time to be more particular in the time at our disposal, and that brings me to the point of why we are here today.

We recommended certain principles, and we are now trying to establish where those principles may be applicable in this province, and with that idea in mind, we have travelled throughout northwestern Ontario, south western Ontario, the Niagara Peninsula, and are now moving into the eastern part of the province.

We have followed roughly the route of our present four-lane highway, because we feel if toll roads are ever going to be established, they should be in areas where there is sufficient traffic to warrant these four-lane roads, and this would be the first spot.

The northern part of our province is not ready for toll roads as yet, and probably will not be for some time.

In addition to that, we have been giving the

duty of investigating the possibility of what is called "the ton-mile tax", "the weight-mile tax" -- it is known by various names in the United States. The hon. Prime Minister asked us to give some study to that particular problem, and of course, we are doing so.

The way we got into it was, that it all came out of the toll road principle, in that we were looking for another method of securing revenue.

The weight-mile tax is arrived at by (a) the weight of the vehicle times (b) the number of miles it travels. If these things can be equated properly, we should have the most equitable tax which can be devised for raising revenue.

Of course, it is recognized that the heavier the vehicle, the more expensive the road construction must be to carry the weight of that vehicle, and the further that vehicle travels, the greater the necessity for increased maintenance of that road.

This tax has been applied in many States of the Union, with varying degrees of success. In fact, you can hear just about what you want to hear. If you are in favour of it, you can find many people who will tell you how wonderful it is, but if you care to oppose it, you can find equally as many people who will

tell you what an awful thing the tax is.

We will know a great deal more about it by the time we write our report. We have had some briefs, and we expect to have some more.

Practically, that is our story of who we are, what we are, and where we are going.

Mr. Collins, our Secretary, has pointed out to me the table in our report covering highway needs over the next ten years. I am sure this will come out in the discussion, and I will leave it to some of the members of the Committee to speak about it sometime during the afternoon.

Our procedure is to answer any questions you may wish to ask. We are anxious to discuss with you your local problems, and how you feel about what we are doing, and we are looking for information from you in order that when we finally make up our minds as to what we are going to do, our thinking will represent that of as many people in the province as possible.

The meeting is now open for any discussion on this subject.

MR. SANDERCOCK: Mr. Chairman, if it is in order, may we ask our Mayoress to say a few words to us. She very kindly consented to permit us the use of this chamber this afternoon, and I understand she has

another meeting to attend, and no doubt we would all like to hear a few words from her at this time.

THE CHAIRMAN: Certainly. We will be very pleased to hear what Her Worship has to say.

MRS. FORRESTER (Mayor, Belleville): Mr. Chairman and gentlemen; I am very glad to welcome you here this afternoon. I think your visit will be of great value in bringing to the attention of the citizens, the problem you are facing in arriving at some decision on this question of toll roads.

If I may, Mr. Chairman, I would like to ask a few questions myself.

THE CHAIRMAN: Certainly, Your Worship, and we will do our best to answer them.

MRS. FORRESTER (Mayor, Belleville): Do you anticipate that the present 401 Highway will be made into a toll road, or that another divided highway will be built?

There is another point about which I would like a little information. As you are aware, we have a traffic problem in our municipalities, Belleville not being the only one. It is a problem which we anticipate the completion of Highway 401 will relieve to some extent.

As a private individual, travelling in the United States, on some of these thruways which you said

you have visited, I found they were of great advantage to the individual motorists, and, personally, I did not object to paying the toll required.

But I also understand they are having some difficulty in getting the transport companies to utilize these roads, therefore, they are not entirely relieving the situation existing on the so-called "secondary roads", which pass through the municipalities.

That is our case here, and it would be a relief to our traffic problem, to a great extent, if the heavy traffic were diverted, but we still have the trucks utilizing our main arteries through the city, and making it very difficult for us to contend with that situation.

Those are two things I would like to have clarified, if they can be clarified at the present time in any way.

As an individual, I think I am definitely in favour of toll roads, but as a representative of the people of this municipality, I would like to have a little further information.

MR. YAREMKO, Q.C.: It is unlikely, if Highway No. 401 were completed in its entirety from Belleville to Toronto and further west, and continuing east of Belleville, that there will be another toll road

built; in fact, there will not be another highway built for a considerable number of years, because Highway No. 401 will be built to such specifications that it will carry all the traffic which wants to use it.

The problem in the minds of the Committee, I think, is whether 401 as projected now should be completed, and whether it should be tolled for its entire length.

Our problem is are the people who are living along Highway 401, and using it frequently, prepared to have it built in the very near future and pay a toll, rather than waiting five, six, eight or ten years and have it completed in the ordinary passage of time under our present taxing scheme.

MRS. FORRESTER (Mayor, Belleville): I gather you are contemplating making Highway No. 401 a toll road?

MR. YAREMKO, Q.C.: Perhaps I have not put it the way I should, but if the toll-road principle is to be applied in this area, in the southern part of Ontario, the projected route of Highway No. 401 would be the one to be considered. But whether it will be a toll road or not, we cannot say. That is really the problem which is confronting us at the present time.

MRS. FORRESTER (Mayor, Belleville): We are

looking forward to the day when Highway No. 401 will be completed to relieve our traffic congestion in the city.

As it has worked out in some of the States of the United States, the heavy traffic does not utilize the toll road, and we are faced with the same problem within our municipality, in having these heavy trucks going right through our city. That is an angle which is worrying us.

Are the municipalities prohibited from banning the heavy trucks?

THE CHAIRMAN: I cannot answer that, but I see no reason why not. We quite understand your problem.

MR. AULD: May I suggest something about the suggestion of turning Highway No. 401 into a toll road and completing it within a relatively short time?

There are two methods of collecting tolls on a highway; one is the so-called "off-the-highway collection", where the toll is collected at part of an interchange; the other is to erect barriers across the highway.

A good deal of Highway No. 401 has been completed, or is under construction. The structures will cost anywhere from \$200,000. to \$600,000 each, and as far as the off-the-highway collection is concerned, there is quite a difference in the construction.

Perhaps the only difference between the high-standard, four-lane, controlled-access highway and some toll roads, is the difference in the types of interchanges where, if you can visualize it, instead of the classic cloverleafs, and there are four places where you have to have barriers, and have four groups of people collecting tolls, you have it in one half of the cloverleaf on the toll road, and all the traffic is funneled down through the toll-collecting facility to the other half of the intersecting road.

Also, generally speaking, the interchanges -- on the New York Thruway, I think they are eighteen miles apart, while on Highway No. 401, as projected and built, in some places the interchanges are much closer than that. In some cases, I think they are every mile or so.

You can see the problem. If this was built, it would be an extremely expensive proposition to set up enough toll barriers to collect the tolls from the people who have access to the highway at the present time.

MR. MacDONALD: Mr. Chairman, may I pick up a point from what Mr. Yaremko was saying, and ask Her Worship a question?

There are two approaches. Mr. Yaremko mentioned one, that of finishing Highway No. 401

immediately on a toll-road basis.

Then we have the alternative proposition, that we have sections of Highway No. 401 already completed, for instance, one from Tilbury to Windsor, and the by-pass around Toronto, extending to Newcastle, and then you have a by-pass here, and a bit by-passing Kingston.

What would be the reaction of the people here to tolling the portions already built as an asset to complete the whole thing?

MRS. FORRESTER (Mayor, Belleville): I do not know just what the reaction of the general public would be. I think, upon first thought, they would perhaps welcome it.

But still, if this short piece of by-pass is going to be a toll road, will the transport companies utilize it?

THE CHAIRMAN: That is a very interesting point.

MRS. FORRESTER (Mayor, Belleville): Otherwise we will be met with the same problem we have today.

THE CHAIRMAN: We found that to be true in Ohio, where they have paralleling state highways, very good roads, and when they built the Turnpike, they found that all the passenger cars immediately flocked

onto it, which left the parallel freeway available for trucks, and as far as the truckers are concerned, it is a straight dollars-and-cents proposition with them. If they can make money by using the toll roads, they will use them; if not, they will not.

In Pennsylvania, they have a parallel freeway, which is not as good a road, because it goes through very mountainous country, and there is a definite dollar advantage to truckers to get on the Turnpike and stay on, even though there may be another good road nearby as a freeway, but by the time a trucker goes up and down the hills, and around the corners, and putting on his brakes and so forth, he thinks he is saving money by paying the toll.

In regard to the question you raised, Your Worship: you have local factors here. You want these trucks outside the city, regardless of what road they travel on.

MRS. FORRESTER (Mayor, Belleville): That is it, exactly, Mr. Chairman.

THE CHAIRMAN: We have a similar problem in London. There is a stretch of Highway No. 401 which will by-pass London, Woodstock and Ingersoll, which will be opened up rather soon. I think there is this situation, that whether it is tolled or not, the trucks

will still use it, because they are now cutting right through our city, which is a very expensive procedure for them, both in time and in regard to wear and tear, because there are so many stop-lights, bad corners, and so on.

When we were speaking of the "feasibility studies", those were the factors which have to be considered, whether you are merely going to relieve your freeway for the use of the trucking industry or not, because I have found -- at least, I have, and I will speak for myself -- that I have had individuals come to me, and say, "We want a toll road, and we will be happy to drive on it, if it is a road of a high standard".

What the effect on the trucking industry will be, is something very difficult to assess, and it will have to be assessed for each particular area concerned.

MR. AULD: One way is a classification system of highways, which would set certain axle loads, or weight limits on a highway.

If you have a toll road with a much higher allowable axle load, it will have a tendency to make that road more available for heavy vehicles. But that is not, by any means, easily procurable.

I know the people of Brockville, who had much

the same situation, would be most unhappy if Highway No. 401 was built to carry the passenger cars and the tourist traffic, and who would take the through highway, and the trucks would then continue to drive up and down the main street, and make it impossible to answer your telephone in your office, as is the case in mine.

That is an economic proposition. It depends on the parallel facilities, as far as the province is concerned.

MR. ROOT: Perhaps this question could be answered, Mr. Chairman. I notice in Toronto there are many streets where trucking is prohibited. Is it possible for a municipality to control that, or does the provincial government control the highways through each city?

MRS. FORRESTER (Mayor, Belleville): I presume the municipality could designate through truck routes, but, after all, I do not see how you can say they cannot come into the city; that is, just turn them out completely. I do not think that would be possible at all. They have a perfect right to use the through highways.

To my way of thinking, we could not say, "You cannot come in". We could designate routes for them.

That is what concerns me. If perhaps Highway

No. 401 was completed all the way through, it would eliminate the difficulty to some extent, because once they get on and go for so many hundreds of miles, they would not be liable to come into a municipality.

But this piecemeal construction; the more I think of it -- this ten-mile stretch to go around Belleville; well, I do not think, from a dollars-and-cents points of view, it will work, and we would still be left with our problem.

MR. RATHBUN: Is there any indication of what population is required before any province or state will enter into a toll-road picture? In Ontario, while we are talking about it to a certain extent, and we would like to have a toll road, but apparently it is impossible with the size of the population we have in Ontario?

THE CHAIRMAN:

As a rule of thumb, it seems that in order to even justify the expense of making enquiries in regard to toll roads, there should be a minimum of 5,000 vehicles per day on the road in question. Speaking from memory -- and I am a little more familiar with the western part of the province -- I would say, working east from Windsor to Chatham, the traffic will average between 7,000 and 8,000 vehicles per day, and between Chatham and London, it will go a little higher, up around

8,500, and then it drops down in the immediate London area, and is built up in and around Kitchener and Guelph, and then when you get into the Toronto area, the figures become simply astronomical.

The Queen Elizabeth Way carries between 65,000 and 70,000 vehicles per day on such weekends as that of Labour Day.

The big concentration of traffic is in the Toronto-Hamilton area, and there is certainly enough traffic to warrant consideration.

It is a long stretch of road about which we are speaking, running from Windsor to the Quebec border, and you can find almost anything you want to find; you will find heavy traffic, and very light traffic, but, by and large, there is enough traffic to warrant an investigation.

MR. MacDONALD: I think, Mr. Chairman, that in the comments and the question put to us, there is a political as well as an economics problem involved, for the simple reason that the most obvious roads for tolls -- that is, the roads with the load capacity which would carry tolls -- are, in some instances, roads which have been in operation for some time.

We have Highway No. 400 running up through Mr. Mackenzie's area, and then this highway No. 401.

Now, politically, as well as from an economic point of view, putting a toll on a by-pass when it has already degenerated into a community highway, with hundreds of thousands of cars on it is one thing. What would be the reaction of the local people to a toll being put on a little stretch here and there?

MR. RATHBUN: Based on the figures you have in regard to the various parts of Ontario, of the four-lane highways in the more sparsely populated areas, compared with the Toronto area, would not the cost of collecting the tolls offset nearly the capital being used for the construction of the roads?

Around Toronto, and maybe from Brantford to Oshawa, and north, the province would collect a very sizeable profit in the operation of toll roads, over and above the cost of collecting the toll. But when you get into this area, even in Belleville, Trenton and Kingston, would it come anywhere near the cost of operation or the cost of collecting the tolls?

In our area here, from my experience with No.2 Highway, June, July, August and September are very heavy traffic months, but other than that, we sometimes wonder how we can afford Highway No. 401, and if it were constructed as a toll road, from the layman's point of view, it is doubtful if the traffic would pay the cost

of collecting the tolls.

It would also require a sizeable manpower factor, as well as facilities for collecting the tolls.

THE CHAIRMAN: There are perhaps two answers to your question. One is there are ~~are~~ various means of collecting tolls; some are cheaper than others. One is the putting of a barrier across the highway, and to get by it, you have to pay a toll. That is the expensive method, and it has this effect; if somebody wants to get off the road at the first entrance outside of Belleville, and come back on, they can avoid the payment of a toll altogether.

That type of collection is in use in certain States, but if your road is of sufficient convenience to the people, they will not be dodging the payment of the toll in any large numbers, although there may be some who always will.

Secondly, there is the factor that in this province you build a four-lane highway, be it a toll road or be it a freeway, you must not expect it to carry only the total traffic going through the area before you build it, because it will generate its own traffic.

I think that is an important factor in considering the construction of a road, because you may think you have a situation where there is not sufficient

traffic to warrant it, but industry tends to follow your four-lane highways, as they formerly followed the railways in the early 1900's.

The history of the New York Thruway, which runs through the State of New York, has been that it has attracted a tremendous amount of industry out from the larger centres of population, into the smaller communities.

Perhaps it would be a good idea to decentralize some of our industry out of Toronto, and this is the type of road to do it.

That is a side issue to what you suggest, but you cannot be bound entirely by population figures, because your induced traffic can be very high. It would take a very expert traffic man to give you any kind of an estimate as to what your induced traffic will be. He can only make studies of the present congestion, and where the labour force, and the centres of the labour population are, and forty miles is not far for people to commute, provided there are good roads running between two places.

All these factors enter into the picture.

MR. ROBSON, M.P.P.: Mr. Chairman and gentlemen; I presume during your deliberations you contacted or had briefs from the owners of most of our transports, and I

was wondering if you have, or if you are going to have, their reaction to toll roads? Do you figure that they want them? Would they use them? That would answer the Mayor's question. If they would not use them, they would use old Highway No. 2, and still continue to go through the city.

For my part, I think they are very important people.

THE CHAIRMAN: They are, individually. However, the Automotive Transport Association cannot agree amongst themselves, so they have not presented a brief as yet.

They are very interested in this problem of the weight-mile tax, and I think I can safely say they are agreed in opposing it.

We will receive a brief from them on the 2nd of November, in Toronto.

MR. ROBSON, M.P.P.: That is, the Association?

THE CHAIRMAN: The Automotive Transport Association, which is the official association of the motor carriers of the province.

MR. ROBSON, M.P.P.: You have not had any briefs from individuals? Do you expect them?

The individual companies -- for instance, in Belleville -- are very much interested in having transport service in this section, whether they want the transports

to use our roads in eastern Ontario or not, and it would be interesting to us to know if they would use a toll road, if there was one.

THE CHAIRMAN: I think it was Mr. Norris who appeared before us in Hamilton, and he was not too positive either for or against them.

MR. ROOT: Mr. Chairman, I was talking to some of the transport people, and I think their problem is that the through traffic will use a toll road, but a transport which is dropping off freight from town to town would not use it.

MR. MANLEY: The same thing applies, as we have seen, from here to Toronto. When Highway No. 401 was established, we found the buses did not follow Highway No. 401, but they went down through Oshawa, and other smaller communities.

I think you will find the same thing, as Mr. Root has said about the transport companies. They get their business from these centres. I do not know how you will get them out. You will hinder their operations if they cannot go into certain business places. It is essential to truck and bus operators, as well, to have that service.

MR. AULD: There is one thing about the trucking industry which is found in some places. They are

operating like railways in that they have a terminal, to which they bring their trailer-tractor combinations, and they find it cheaper to use relatively light trucks for deliveries in a community.

On the other hand, there are many places along the highways -- for instance, places with a population of, roughly, 20,000 people, where the tractor-trailers do the delivering.

So it gets back to a question of economics. Whichever is the most economical way of operating, is the way the trucking operators prefer to operate.

MR. ROOT: If I remember correctly, when we were in Pennsylvania, they gave us figures that about 70 percent. of the revenue was from the truck traffic, and they only had about 29 percent. using the facilities of the road. Perhaps that figure is a little larger in Pennsylvania on account of the terrain.

In New York State, they told us of a firm, I think the name was the Vogel Company -- at Albany -- which operates about 150 vehicles, and the owner said that he saved enough in insurance by using the toll road, to pay for the toll, and there was less wear and tear on the vehicles, and fewer repairs required.

MR. ROBSON, M.P.P.: How long is the Pennsylvania Turnpike? How many miles?

THE CHAIRMAN: If I were to say, it would be but the wildest guess.

MR. MacDONALD: I think the American experience shows another very interesting point, just to underline how sensitive the attitude of the transport companies is and how paramount is the economic tie-in.

For example, the Pennsylvania Turnpike was heavily used by trucks, to the extent of 70 percent. because they were in a mountainous area. When the New York Thruway was opened, even though it was 100 miles away, it did provide an alternate route for them going through to the mid-west, and immediately the traffic on the Pennsylvania Turnpike started to drop, and they revised their rates, and, if I recall correctly, it was an increase of 40 percent. on cars and 20 percent. on trucks.

So even on the Pennsylvania Turnpike, which is used by the large truck transports, they are faced with the possibility of losing that revenue, and they immediately took action.

That leads us on to something upon which I will not touch at the moment, and that is, the inequity of the tax structure, particularly on cars, because I think they are carrying an almost undue proportion already.

MR. ROBSON, M.P.P.: The truckers think they are paying the greater share.

MR. MacDONALD: They allege that, but I think when it was examined objectively in the United States, they came to the conclusion they were not paying their share.

THE CHAIRMAN: I am told the Pennsylvania Turnpike is 300 miles long.

MR. RATHBUN: I have a copy of the brief submitted by the Motor Coach Operators Association. Shall I read it, or would you like to?

THE CHAIRMAN: As far as the Committee is concerned, we have been over it paragraph by paragraph with the man who presented it in Toronto about two weeks ago.

MR. RATHBUN: The point was mentioned about certain vehicles -- trucks or buses --avoiding communities or coming into communities to avoid the toll tax, and that might be of some interest to the group gathered here today, because it is amazing how many citizens do not know what the comparison is between the present tax on motor trucks in Ontario, and the tax on motor buses.

THE CHAIRMAN: We had a very interesting discussion with some people who were interested in it,

and we discovered it was really a new form of the weight-distance tax, although while you do not pay on a mileage basis, the charge is based on the number of seats.

MR. RATHBUN: It simmers down to the ton-mile tax, because it is calculated on the total capacity of the vehicle times 135 pounds per person.

THE CHAIRMAN: You pay it whether there is any person in the seat or not.

MR. RATHBUN: That is correct, if the vehicle is an 18-ton vehicle, -- an 18-ton truck or bus, -- the tax is on the gross weight whether there is anybody in the bus or not. The differential is that the 18-ton truck may take a 500-pound generator for 500 miles, and all he pays is his gasoline tax.

I am not prepared to enter into a discussion between the truck taxes and the bus taxes. I do not think that is our purpose.

But I think the group here would like to know that this difference does exist, and to look for some knowledge in regard to **the base tax** for these various commercial vehicles which are using our highways, because there has been quite some comment and criticism both on trucks and buses, that they are not paying their way. They are quite concerned over the fact that they are paying

sizeable taxes now.

THE CHAIRMAN: We are very interested in finding, in our present tax, a form of weight-mile tax. That principle has been accepted by some of them in the past.

The other thing in which we were interested in the brief presented by the Motor Coach Operators was that these through trips on controlled-access highways of any type is not of much interest to them, because the majority of their business is short haul.

I understand, however, there are a number of buses from Toronto to New York city, which use the Thruway, because it is important for them to operate an express service.

There is also an express service between Toronto and Hamilton.

MR. RATHBUN: I think, under all of the conditions, at some times of the year, there are express services from Toronto to Ottawa, Toronto to North Bay and so forth.

I understand that in the United States, there is a big argument in favour of long-distance motor coach operations, because they can reduce their running time and that being so, they are happy with a toll-road situation.

There is one other point, and then I will try not to get on my feet again. In regard to the long-distance bus operations in Ontario; if we were to adopt toll roads, I believe that no toll road should be placed -- as you formerly mentioned -- as a by-pass around Trenton and Belleville, or even Kingston, unless Highway No. 401 is completed. If it is completed from Toronto to Gananoque, perhaps the toll road would meet that situation.

But, as Mayor Forrester has mentioned, to have a toll road around Trenton and Belleville, and another at Kingston, would not be a solution.

I think until Highway No. 401 is completed, tolls should not be considered.

MR. YAREMKO, Q.C.: I will go back to one thing which is in my mind. I think on this specific trip, we have a very specific situation, and that is to find an expression of opinion from the people in this area, the people who live along Highway No. 401, in regard to the very specific question of whether they would prefer to have Highway No. 401 completed in its entirety as fast as our resources will permit, and have it a toll road, or whether they are quite content to have such portions of Highway No. 401 completed, as at present, with the present highway financing, which

will require some time to bring it into being. You might almost have a poll by way of an expression of opinion.

If Highway No. 401 is to be completed in its entirety in two years, would they be willing to accept it as a toll road, or are they willing to wait, say, for ten years to have it built under the present system?

I think it would be well if we could have some expression of opinion along that line.

MR. ROBSON, M.P.P.: Before you have that, I think you might tell us what the toll would be. If you found, after a year, it was not paying, you might have to raise the toll. Then if the toll is too high, the people will not be favourable to toll roads. If the tolls are reasonably low, and you feel you can maintain it with the knowledge you have of the traffic which you may induce in the near future, that may make a difference as to how people will feel about a toll road.

If the toll is not acceptable, they will not travel on the toll road, but will use Highway No. 2 as a freeway.

I do not think in this section of eastern Ontario, the traffic is heavy enough to warrant a low toll rate, unless you can average it out from Windsor,

all the way.

THE CHAIRMAN: That is what happened, Mr. Robson, in regard to the New York Thruway. There are large stretches which do not pay for themselves. There are other sections which are paying their way, and more, so they have worked out a sort of standard rate for the whole route which I believe is about $1\frac{1}{2}$ cents per mile. The members of the Committee may check me on that, if they do not agree, but it seems to me that if you charge much more, then you will not be successful.

ALDERMAN TICE: What is the rate on the Thruway in New York -- approximately?

THE CHAIRMAN: Approximately $1\frac{1}{2}$ cents per mile.

MR. AULD: I think tolls in the United States, for passenger cars, run anywhere from 1 cent to $1\frac{1}{2}$ cents per mile, and on commercial vehicles they get, generally speaking, what the traffic will bear, and it runs up to 7 cents or 8 cents per mile, for a 60-thousand-pound vehicle.

MR. SANDERCOCK: If we take the Belleville district, we can go to Toronto, and maybe as far east as Kingston, but beyond that it seems to go the other way.

We have been looking forward to having this road built, and we thought it would be completed to Belleville by now. I doubt if you would get many people

who would "go along" with toll roads.

On the other hand, we have been looking forward to having this road built. It is built now as far east as Newcastle, but it should go right through to Trenton and Belleville. Now it goes east for about another ten miles from Belleville, but we are looking forward to the time when we will have this road.

Whether the general public would want to "go along" with toll roads, I doubt very much.

We may have to wait another year or two for this new road, but I understand the highway has been completed through to Newcastle, and they are realizing it is an important link in our highway system.

But I doubt if the people of this district would want to "go along" with toll roads.

After seeing it built in part, I think they would rather wait for the next generation to see it tolled. I think that would be the feeling of a majority of the people.

There are, of course, other people who will say, "Let us get the roads, and have them built". We find that wherever we go, and I think you will find the same thing here.

But I do think a majority of the people would rather wait and have this road built, but not have it tolled.

MR. MacDONALD: Mr. Chairman, you asked a question earlier about something which I was going to mention, and that is how much revenue can be expected from this road, if it is tolled. It is a variation of the old theme by other members of the Committee.

Our backlog at the present time in regard to highways in the province of Ontario is of staggering proportions. You can see that, by referring to page 13 of this report, where it says that in the next ten years we will have a backlog in the province of Ontario in regard to highways to catch up, plus highways which are projected, which will cost something like \$2,850,000,000. Of that figure, about \$2 billion is provincial responsibility, and about \$850 million is municipal responsibility.

That means that about \$280 million per year has to be spent on highways over what the province is spending, and of that a portion is given by way of grants to the municipalities.

At the present time, we are spending about \$184 million in the highway budget for this year; in other words, we are about \$100 million short.

If I may bring up a point which my friend from Leeds (Mr. Auld) always raises, that we should include our interest charges on the debt, so the over-all figure could easily be \$300 million.

What is our revenue at the present time?

Our revenue this year, with increased license fees, will be in the neighbourhood of \$100 million to \$145 million. They are going up each year by about \$10 million or \$12 million. From this, you can do a little mental calculation, and you will see how long it will take to catch up.

In my calculations in the past, I felt if we received \$200 million per year, we could catch up in five years, but I was in error in my calculation, because I think we have to get \$280 million, because under our present budget, only \$130 million is spent on provincial highways, and \$50 million goes to the municipalities.

Referring now to what Mr. Yaremko said; supposing we do toll Highway No. 401; what increase in our revenue would that mean? I have no clue, and I do not think anybody in the Department could sit down and set a figure, as to what it would be.

On the Ohio Turnpike, the projected revenue is \$21 million, and I would imagine that with Highway No. 401, if we got \$15 million or \$20 million, we would be lucky.

If we add the weight-distance tax on heavy transports, again I do not know what money would come in, but conceivably it might be \$10 million or \$12 million.

And if we take the revenue and add it on to this \$145 million, plus the increase of licensed vehicles, and the increased gasoline tax, the problem in regard to closing that gap becomes an even more staggering problem, and before we answer that question, I think we must take a look at the other things in the budget.

I will not stray off into that, but I shall mention this fact, that if our highway budget has doubled, education has only gone up 50 percent., and I think we should take steps to place education on an equal priority with roads.

I cannot see any validity in saying, "We will take this highway budget, when it has jumped in four years from \$54 million to \$184 million, and catapult it up to \$200 million. I think you will get some heavy "squawks" on that score.

I am convinced we are faced with a problem which is a very serious one.

What happened was that in the last ten years we have faced something which never happened in the early days.

Ten years ago, we had 600,000 vehicles licensed, and ten years before that we had 600,000 vehicles -- back in 1930. In 1930, there were more licensed vehicles than at the end of the war.

What has happened since 1945? The number of licensed vehicles has jumped from 600,000 to about 1,600,000, and that has brought to our attention the need for roads. I will not be a defeatist about this, but I do not think it is good to starve other elements in the budget, which we have done, such things as education and so on, and from the information we have been able to glean so far, I am not certain this can be met if we have both the toll roads and the weight-distance tax added to it in the foreseeable future.

I see Mr. Auld is smiling --

THE CHAIRMAN: We have some terrific debates amongst ourselves, and we wander all over the place.

MR. AULD: I do not want to get into any intra-Committee debate, but I was interested in Mr. MacDonald's remarks, because it was not so long ago that he said he predicted that in a short time we would have the backlog caught up.

MR. MacDONALD: I said the same thing in debate last spring in the House, and nobody drew that specific error in my calculations to my attention. I think it was Mr. Root who brought it to my notice, that there was an error in the calculation. It is not \$184 million the province is spending; it is \$130 million it is spending. The other \$50 million goes to

municipalities.

So that \$200 million is not what we should be aiming at; we should be aiming at \$280 million, to meet the municipal as well as the provincial needs.

MR. YAREMKO, Q.C.: There is no suggestion that highway revenues are being turned into other departments.

MR. MacDONALD: No; on the contrary, it might be more than it is now.

MR. YAREMKO, Q.C.: If the revenue was ten times as much, there would be ten times as much to spend.

MR. MANLEY: Are we here to correct errors which have been projected from the House, or to get opinions of what the people here think?

MR. YAREMKO, Q.C.: I was interested in a news report the other day in Toronto when the Eastern Ontario Development Association presented a brief to the hon. Prime Minister. I do not know whether they referred to that far west or not. But they were in favour of toll roads. We may hear from them in the course of our visits this week. There seemed to be an indication that they favoured a toll road from Toronto to Hamilton. They did not seem to have an expression of opinion on any toll roads in eastern Ontario, and that is why I am continuously reverting back to this problem as to how

the people in eastern Ontario feel about a tolled highway from here to Toronto.

MR. ROBSON, M.P.P.: There is one question in my mind. You said something about completing a four-lane toll road in two years. I believe the Department of Highways is finding it hard to even spend their \$130 million on account of the difficulty in securing contractors to do the work. We had some experiences in connection with Highway No. 401, and I wondered how you could get a toll road completed in two years. Where would you get the contractors? Where would you get them to work regularly?

The situation here is different than in the States. Our conditions are different from theirs. Possibly they can build for ten months in a year, but we cannot here, on account of weather conditions. Last year, we did not get much more than four months' work done. We find that here it is possibly three months before a contractor can move onto a job, because he has so many contracts pending. We find the Department is receiving fewer tenders on a job, and I doubt if we could built a toll road in less than ten years, unless we imported contractors from across the line.

I do not think we should be under any illusion about getting a toll road in two years, because I do not

think that is possible in Ontario, with the amount of construction going on today.

THE CHAIRMAN: That is a very interesting point, Mr. Robson. There are various opinions on that.

Quite frankly, although it did not come before the Committee officially, I have had contractors come to me unofficially and tell me "We are ready to do any kind of work if we can get it".

MR. ROBSON, M.P.P.: We have had that, too. They say they want the work, but when we give it to them, it will take three or four months to get on to the job.

THE CHAIRMAN: Our position is that we find it very difficult to find out when we may expect Highway No. 401 to be completed. There are certain stretches of it which are not even in the planning stage, as far as we can find out.

It will be built eventually, but whether it will be 1959 or 1965, we cannot get the answer.

MR. ROBSON, M.P.P.: We have contracts being let with a time limit, which has expired six months ago, and yet they claim they will need at least three months more to finish.

MR. ROOT: I am interested in getting the reaction of the people down here. This backlog -- there

are about 720 bridge structures which should be built in Ontario now.

MR. ROBSON, M.P.P.: Even if the contracts were let today, I do not believe they could be built in less than four years.

MR. ROOT: We have \$320 million required for King's Highways, that is, other than Highway 401; then \$210 million to complete Highway 401, and \$50 million for improvements to the Queen Elizabeth Way. Somebody will have to wait.

MR. ROBSON, M.P.P.: We have not enough engineers to do that in nine years.

MR. ROOT: Under the Toll Authority, New York had the same difficulty, but they found the contractors to build the road in three and one-half years.

The problem we have is with this backlog facing the province. It is not just for three or four roads. I have roads in my own riding which need attention, but somebody has to wait, and it might be you, or it could be me.

MR. ROBSON, M.P.P.: That is so.

ALDERMAN TICE: It is always eastern Ontario which has to wait.

MR. ROOT: They told us that in northern Ontario, that it was their part of the country which had

to wait.

MR. ROBSON, M.P.P.: Regardless of whether you have the money or not, you will have to wait, because you have not the engineers to build the roads at the present time. The Americans are still taking our engineers away from us.

MR. ROOT: Somebody will have to wait. We have waited for a highway for twenty years, and it is still a gravel road.

The question is, is this road important enough to eastern Ontario to have it built in two or three years as a toll road, under a separate Authority, or to wait and take their chances, together with the rest of the province, and perhaps have to wait for another twenty years?

MR. ROBSON, M.P.P.: If we have the contractors to build this road in three years, we will not have them to build our little King's Highways.

MR. ROOT: I am not too sure the contractors can make money, from the equipment they sell.

MR. ROBSON, M.P.P.: Do not they have it now? They are completing their contracts on time unless there is a time limit.

MR. AULD: I venture to say there are more people in the road-constructing business today than ten

years ago.

MR. ROBSON, M.P.P.: Yes, but ten years ago we were only spending \$30 million; today we are spending \$130 million.

MR. AULD: If the programme keeps up, not only on highways, but other types of construction, I venture to say there will be more people in the business.

MR. ROBSON, M.P.P.: Yes, because it will take ten years to complete the job.

MR. AULD: When we asked that question in New York, the Chairman of the Toll Road Authority -- I think it was Mr. Root who asked him how long it took to build the Thruway, and he said "Two and one-half to three years from the time we started digging", and Mr. Root asked, "Where do you find the people to do this work?", and he said, "We just called for tenders, and we had people from New Jersey, and Vermont, and Pennsylvania --"

THE CHAIRMAN: And Ontario.

MR. AULD: Yes, and Ontario. Perhaps the road construction is not going as fast as it might, because it is being done in bits and pieces, If it was found it was possible to call for tenders for Highway No. 401 from Belleville to the Quebec border, that would be a substantial job, and there would be no problem in securing contractors. It would be the same as

with the Seaway.

MR. ROBSON, M.P.P.: One contractor would never undertake as big a stretch as that.

MR. AULD: As with the Seaway, three or four might go in together.

THE CHAIRMAN: If he had a three-years' job, he could plan, whereas now he cannot.

MR. RATHBUN: Two members of the Committee have asked us to say how we feel about proceeding immediately and paying for Highway No. 401 on a toll road basis.

To answer that is difficult, because no information has been given as to how the toll roads are going to pay off.

I heartily agree with the gentleman who mentioned education in connection with highways (Mr. MacDonald). Certainly education is a "must", and should come first on the list. I say that, because I spent ten years on our Board of Education, and I appreciate that the question of education is a "must". We should not have to go back and give an explanation to the parents of the children, and say to them, "Since we are faced with such expense for highways, you must contribute on a direct basis to the cost of building schools".

We are being asked what we are spending for

education, and we have to include several million dollars' worth of highways. If they have toll roads in Haliburton, Muskoka or Hastings County, if we use those roads, should we not pay for them, but, at the same time, contribute to Highway No. 401 when we want to use it?

When we use a school, we like to know what the cost is going to be, if we have children. If we have no children, we still have to know what the cost is going to be.

The answer is, let everybody pay whether they use the highway or not. You must have more money for highways, and everybody who drives a motor car must contribute, whether he uses highways Nos. 401, 35, 14, or No. 7.

It would be more fair and equitable, because we are all paying on an equal basis, as we are in connection with schools.

Does that answer the question as to whether we want it in eastern Ontario? Sure we want it. We want to relieve the traffic in down-town Belleville, and Trenton and Kingston. We know what it is like to take forty minutes to drive from the Air Station to the town of Trenton.

We want that highway, and we want it paid for

as early as possible, and the suggestion now is to put another two cents per gallon on gasoline, as a means of raising the money, or raising the fees for the motor vehicle permits. If a school needs more money, up go the taxes on schools, and everybody pays, not just the people who use the schools.

Why not do the same thing with highways; let everybody who uses a motor car help pay for them?

MR. AULD: May I get on to my favourite soap box here?

We have discussed this problem, and I do not know whether this is the answer, but it strikes me that anyone who lives away from Highway No. 400 or the projected route of Highway No. 401 would object. These are roads which cost anywhere from three to five times as much per mile to build, and two or three times as much to maintain per mile, than our present King's Highways at the present time.

I will grant it will carry more traffic because of certain features, but, education-wise, the cost of education I do not think varies in that high proportion. Just to stray a little, I will say that we are trying to provide equal opportunities for education throughout the province. I do not think we have quite reached that point as yet, because some schools

are not as large as others, and may not be constructed to such high standards.

But, in regard to the highways, we all pay the same gasoline tax and registration fee. Is it fair that somebody, who will never have the opportunity of driving on these high-standard roads should be paying for them, when they are built to much higher standards than the roads upon which they will drive?

I just throw that open. I honestly do not know the answer, but it might be considered.

MR. ROOT: Thinking of the northern Ontario roads, along the same line. In northern Ontario, many of the roads are gravel roads, and while the gasoline tax may be a cheap tax in southern Ontario, in the north, the poorer the roads, the more gasoline is burned, and thus the men driving on poor roads are paying more taxes than those driving on superhighways.

We found in the United States that the accident rate on superhighways was just about one-third of the national average, some a little less, and some a little more. But they are putting a premium on the controlled-access, four-lane highways.

Our own suggestion is that the province pay part of the cost from the gasoline tax and license fees, and the tolls pay the balance.

MR. MacDONALD: Since we are on our favourite soap aboxes, I would like to add this: it is an illusion that because you have a four-lane highway, you have a superhighway. You have it only if you can use it to drive upon freely. You can go around north Toronto and burn as much gas -- and more -- than you would if you were driving along No. 7 Highway from Peterboro to Perth, even though No. 7 is not as good a road.

While the four-lane access roads are a good thing, they are not necessarily premium roads, because instead of having 5,000 or 10,000 cars a day on them, you have 50,000 cars a day, and that brings it to a country lane proposition, as far as the cost of driving is concerned.

MR. ROOT: Highway No. 401 is not a controlled-access road. There are accesses about every quarter of a mile.

MR. MacDONALD: We really have not a controlled-access highway in this province.

MR. MACKENZIE: I think we are more interested in the expressions of opinion from this locality, as to the desirability of toll roads.

I have heard a good many arguments pro and con. I think it was brought up very forcibly, and if we find that the people here want to continue Highway 401, that

might answer the question. Would the people be content to do that, if we had a toll road built that much quicker. That is the difference between the two.

I would like to get an expression of opinion from the citizens of this part of Ontario, as to their wishes.

THE CHAIRMAN: We are here for the purpose of listening to them.

MR. HERRING: I think one question will be asked by the citizens. If you draw a dividing line from here to the Quebec border being a toll road, and from here to Toronto being built under the general tax scheme, you might be faced with some difficulty. And if the citizens between here and the Quebec border are paying, it would establish an inequity, because they would say, "Here, we are paying something beyond what the people in the other parts of Ontario are paying for highway facilities".

I am not "knocking" toll roads, because I realize these requirements are very marked.

What I think is of great importance, and something to which I am looking forward, is the finishing date when Highway No. 401 will be completed.

MR. YAREMKO, Q.C.: I think that it is agreed amongst the Committee, that if Highway No. 401 is

to be a toll road, it should be a toll road in its entirety.

THE CHAIRMAN: It would be quite impossible to have it partially tolled, and partially not.

As was pointed out by Mr. MacDonald, we have Highway No. 400 running north from Toronto, which is a four-lane, and to some extent, a controlled-access road. It does not seem right to us to toll a stretch between Belleville and Cornwall, for instance, and leave the stretch from Toronto to Barrie as a free stretch.

I would say the whole thing would have to be considered as a unit. That is my personal thought. I may not be expressing the idea of the Committee as a whole.

MR. HERRING: I think it is difficult to go back at this time and get a retroactive reaction.

THE CHAIRMAN: If this Committee had been appointed five years ago, we would have had it much easier.

MR. SANDERCOCK: Since we opened, Mr. Chairman, Alderman Tice and Alderman Langlois have come in. I would like to present them to the Committee.

MR. ADAMS: Mr. Chairman and gentlemen; I had the opinion of the people in our north country, and I told them I was coming down today, and their feeling

was, "I am going to pay for building our roads, and then go down and pay to travel by truck on a toll road".

We are definitely against toll roads.

But to come back to what Mr. MacDonald has mentioned, schools, and things of that kind; I think it is the proper thing for everybody to pay for these main roads. Some of them will not be using them, that is true, but if they wish to use them, they are there. It is the same way with our schools. We all have to pay for them. Some of us never use them.

I have paid school taxes for years, and never had anybody going to school; in fact, I never went to school very much myself. But the school was there, if I needed it.

I think "share and share alike" is the same thing, and I believe that a raise in the gasoline tax or the registration fee is the only way to get money for our highways. Then everybody who uses the roads pays for them.

MR. THOMPSON: Mr. Chairman and gentlemen; can we have any assurance, if toll roads were to go ahead in this district, there would be no expense for toll roads beyond what they are? We assume this toll road will be strictly as a toll road, without any additional tax.

I think if they are not going to use the toll

roads, they should not have to pay for them.

THE CHAIRMAN: It is very difficult for this Committee to give you any assurance about anything, because all we can do is to make recommendations to the Legislature which may or may not be accepted by them and then the government, of course, may not choose to implement any recommendations or suggestions we make.

Primarily, we are a fact-finding body, and are trying to get an expression of opinion, and I am sorry, but we cannot give anybody any assurance as to what might or might not happen in the future, because we cannot control that.

MR. WHITNEY, M.P.P.: Mr. Chairman and gentlemen; I have listened to the discussion with a great deal of interest, but it seems to me, as a matter of principle, if it is possible to construct toll roads on a self-sustaining basis -- that is one of the decisions the Committee will have to make.

Would not this release our regular road money to be used on the so-called "King's Highways", and perhaps assist our people where they need it the most?

So long as Highway No. 401 is being constructed out of current revenue, people who do not live near Highway No. 401 will very seldom have occasion to use it, but they are still paying for Highway No. 401.

I feel that many people would pay the $1\frac{1}{2}$ cents per mile. It is approximately 100 miles to Toronto, and if Highway No. 401 was a toll road, I think anybody locally would be willing to pay \$1.50 to ride through, and by-pass all the towns, all the way up.

Still there is the question whether that would pay or not.

By the way, Mr. Chairman, while Mr. Sandercock introduced me to the Committee, I would like to introduce those who accompanied me. I have with me Warden Fleming of Alexander Bay, Reeve Kennedy, Reeve Morley, and Reeve Huff, and our own resident engineer, Alex Moffatt.

I am sure if any of these gentlemen wish to make any comments, the Committee will be glad to hear them.

THE CHAIRMAN: Certainly, Mr. Whitney.

MR. MOFFATT: Speaking of our own area between Belleville and Kingston, and the traffic between the two cities; it seems to me Highway No. 2 is approaching its maximum capacity now, and something will have to be done before too long a time.

THE CHAIRMAN: I would hope myself that within ten years this highway will be built from Windsor to the

Quebec border, be it tolled, or be it free.

I think the natural development of our province will require it. I do not think there is any doubt in the minds of anybody on the Committee, but that it will be completed. Personally, I would be disappointed if it was not.

But whether it should be a toll road or free, is what we are trying to ascertain this afternoon.

MR. MOFFATT: There was a remark made about the difference between a two-year period, and a ten-year period.

THE CHAIRMAN: The total length of the road is 515 miles, and the only portions constructed, or under construction, or about to be constructed, total 173.5 miles, so we still have about 335 miles of this road, upon which we could get no information as to the completion date.

Were it tolled, it might be possible to go out and build 150 miles a year for, say, three years, and finish it up. I think that was the suggestion put forward.

At the present time, we have no indication as to when this road will be finished, nor can we find anybody who has.

MR. TICE: Is there any indication as to when

the road will be finished from Newcastle down to here, or beyond us?

THE CHAIRMAN: From Newcastle east?

MR. TICE: Yes?

THE CHAIRMAN: Nothing. From a place called Brighton to Trenton, 23 miles, the estimate given to us is 1959.

MR. SANDERCOCK: I understand the right-of-way is bought, and that stretch of road is on the priority list.

There is nothing west of here to Newcastle. The line is drawn, but we do not know whether it will be finished in 1960 or 1972. I can go farther east, if you like.

MR. FLEMING: Mr. Chairman and gentlemen; I come from Amherst Island. We have a penalty for living on Amherst Island, and now there is talk of a heavier penalty along Highway No. 401, while the other people are going free.

MR. PROBERT (Chief Of Police): As far as certain vehicles are concerned; we are assessed the regular amount on our vehicles, and they do not leave the municipality, yet we are contributing the full amount. I do not think you can draw a hard-and-fast line there.

This is my own personal viewpoint, but to me

the fairest and quickest way to get the thing into operation would be to assess a tax, be it on gasoline or tires, or parts, and secure the revenue to get the thing underway, and then, if it can be done, reduce the tax.

Certainly more roads are needed, and good roads, too.

THE CHAIRMAN: I am not arguing for or against anything, but I am trying to give you the information we have.

We have found the gasoline tax does not fall evenly. If the government was to put another 2 cents on the gasoline, the lighter passenger vehicles would pay a major share of that increase in taxes. I cannot give you the exact percentage, but it has been produced to us, and that is why we are looking for other forms of taxation which might be a little more equitable. In other words, it takes more gasoline to move five 10,000-pound vehicles than one 50,000-pound vehicle.

MR. PROBERT (Chief of Police): Then tax something which will bring in the revenue.

THE CHAIRMAN: Just get on with it? That is what you mean?

MR. PROBERT (Chief of Police): Yes, because the crying need is for roads, and I think this would help

cut down the accident rate.

MR. AULD: If I might split a hair with the Chief; it is hard to find anything which is not taxed now.

With regard to tires, the motorists are paying a great deal of money at the present time, and a great deal of it is not going into roads. The figures shown in the Canadian Tax Foundation is that motorists paid for tires, batteries, parts of automobiles, and so on, from 1930 to 1952, \$1,775,000,000, and the Dominion government in that same period spent on roads through the provinces, about \$175 million, roughly, between 10 percent. and 12 percent.

The difficulty, it seems to me today, is that the motorist is paying a heavy tax whether it be for a private vehicle or a public vehicle, but a great deal of the money is not being spent on roads, and if you increase the taxes across the board, you immediately increase the inequity.

I think if you increased the gasoline tax by 2 cents, 90 percent. of that would fall on the motorists -- the passenger-car operators.

And they brought in the weight-distance tax, and when they analyzed the thing, they found where the benefit accrued, and it was for the benefit of other than

the passenger car operators.

Consequently, there are two problems which face this Committee; one is to suggest some means of raising more money, and the other is to make it more equitable. There is a good argument advanced as to whether the present methods are equitable. Some of the things are not within the sphere of provincial jurisdiction.

MR. YAREMKO, Q.C.: We have had an expression of opinion which came as a bit of a surprise to me, that some people are in favour of a general, over-all increase in taxes, in preference to toll roads in certain areas. I must admit that came as a bit of surprise to me.

I am wondering about the prevalence of the feeling. Are a great number of people in favour of an increase in the gasoline tax revenue rather than paying a toll on certain specified toll roads?

MR. PROBERT (Chief Of Police): What I had in mind was the subject Her Worship the Mayor brought up. Here we have Highway No. 401 paralleling Highway No. 2. I very strongly believe that our transports would not use a toll road. They will confine their business to the free roads.

I think that we will find that many of our private motorists will do likewise.

That is what I had in mind; if the tax was increased, there would be traffic induced to use that road, plus bringing in revenue.

However, that is only my thought. I am not trying to force it on anybody.

MR. SANDERCOCK: To raise the rate to the heavy-truck industry would mean that all they would do would be to raise their rates to the people, who would have to pay it in the long run.

MR. TICE: That always applies. The costs are always added on to the consumers. That is done all the time, whether it is a raise in wages or in any article they produce. It is simply immediately passed on to the consumers.

MR. THOMPSON: That is why I think the toll is an advantage. If I use it, I pay for it. If I do not use it, I do not pay for it. It is like buying a bottle of liquor. If I buy it, I pay for it.

THE CHAIRMAN: That is correct, as long as we are not paralleling roads.

MR. THOMPSON: Under our system, the creaking wheel gets the grease. I think in Metropolitan Toronto they get the preference. But I think there are a good many people here who would like a good highway to drive on, to go to Toronto and Montreal.

MR. WHITNEY, M.P.P.: I feel there is a difference in the type of trucking which is done. Some of them are large trucks, and they could travel on a Thruway more cheaply, in spite of the toll, rather than stopping at every intersection with traffic lights, and so forth, as there are on Highway No. 2.

I think, however, there are trucks which require to make regular city deliveries in the smaller towns and they would continue to follow Highway No. 2.

There might be a terminal, which would have access to Highway No. 401, and then they could probably use smaller delivery trucks to make their local deliveries.

I think there would be a decrease in the number of trucks presently on No. 2 Highway, and it certainly would eliminate some of the congestion.

I think Mr. Fleming thinks there might be a penalty. If the gasoline tax was increased by 2 cents, it would cost all the people a great deal of money, and there are many who would never go on Highway No. 401, and they are people who would have to pay nothing more than the gasoline tax.

The way it is now, they seem to be paying a penalty for living on the Island.

I think the over-all problem of interest to all the people in the province should be considered,

it should be realized what a desperate situation some people are in, and any system which might be devised which would relieve the general public from contributing such a great amount of our expenditures on Highway No. 401, would be a good thing, and it probably would mean more money to use on the other highways, and all of the people will be benefited to a far greater extent.

THE CHAIRMAN: Are there any further comments, gentlemen?

MR. ADAMS: Mr. Chairman, there is one way of looking at it -- that is, Highway No. 401. We will have Highway No. 401. It is going to be there anyway. Then you speak about a toll road, and you refer to Highway No. 401. You will not give us another road? We would not be any better off. We might save two or three hours on a trip, but I do not see where you are going to get very many people to use it.

THE CHAIRMAN: The County of Wentworth and the city of Hamilton, and the Wentworth County Road Commission appeared before us, and there was a strong recommendation that we toll the Burlington Bridge. They say by tolling the bridge, there will be more funds available from the provincial revenues to assist them in the County of Wentworth. That was their approach, and they came and submitted that point of view.

I point that out, that it is a point of view held by the entire area, and, of course, the Burlington Skyway is a very important link in their transportation system.

MR. ADAMS: If they were putting in a new bridge, that would be a different thing. We have one place in Hastings County where a toll bridge would be a great thing. That is down at Deseronto. They are fighting for a new bridge, and a toll bridge would be all right.

But what I was coming at was this; it will not give us any more road. If you take some money out of one hand, and put it in the other, you still have the same amount.

MR. YAREMKO, Q.C.: As the Chairman has so well pointed out, every dollar that is spent on Highway No. 401 is a dollar which is not available to be spent any place else. Once you spend it -- that is it.

MR. ADAMS: We will not get any more roads.

MR. AULD: It is just another way of raising money, and that is that.

MR. ROOT: In the County of Wellington, some of the county roads cost about \$10,000 a mile, and the county should have a provincial grant for the old type, but I drive a great deal, and I am still driving on gravel

roads. We do not get our King's Highways paved.

If this superhighway costs from \$600,000 to \$1 million, and if it could be partially financed by tolls, it would release a great deal of revenue which could be used to improve the county road system, and the municipal road system, and our town and city streets.

But, as has been said, you can only spend one dollar once, and if you spend it on a road which costs \$600,000 a mile, you have no money to build a road which may only cost \$6,000 a mile.

MR. MacDONALD: There is one general comment I would like to make, and I think it is rather significant.

Earlier today, our friend, Mr. Sandercock, made a comment, and I have heard nobody dispute it, that generally in this area people would prefer to have the construction of Highway No. 401 completed ten years from now, rather than to have a toll road, on which they will be paying for a generation or more.

You made a comment, Mr. Chairman, which rather interested me, because I do not know whether we always get the answer, that when the proposition was put in regard to a toll road, they were in favour of it.

THE CHAIRMAN: I said we recommended the principle of toll roads.

MR. MacDONALD: That might mean that we are in favour of toll roads.

A week ago, at every gasoline station at which I stopped -- and I move around the province a fair amount -- I asked the chap who was delivering the gasoline -- sometimes the manager, sometimes the hired man -- and out of eight or ten whom I asked, there was only one who was in favour of a toll road, and all the rest were opposed to it.

I sense the general proposition-- since we have the job of building a highway, which is beyond our means, and wanting to do it as quickly as we can, we must look at the over-all picture, and compare educational and other expenditure elements in the budgets.

When I was going back and making some reference to my former views, I make no apology for changing them. But I do think it is the job of this Committee to take a look at the whole aspect of it. If we are going to spend \$300 million, and we build a lot of other roads, it means we will have to reduce our educational budget, and we must examine into this job we are to do, even if it is being interpreted as being something of a "medicine show job".

MR. MANLEY; Mr. Chairman, the members of the Committee will have the opportunity of arguing the pros

and the cons. Whenever we are getting into these discussions, I think we are robbing the local people of the opportunity of giving their expressions of opinion as to their views on the application of the principle of toll roads in Ontario.

I think we should really eliminate our discussions back and forth amongst the members of this Committee, until we are ready to write a report.

MR. MacDONALD: One general comment on that, and I will promise I will say nothing more this afternoon. If I was sitting in the position of the audience, I would be unable to grasp the facts to make up my mind.

We have been sitting on this Committee, and parading around, for two years, and it is difficult to get all the evidence assessed.

If I was sitting where these people are, and was asked to make a snap judgment, I would say it is impossible.

I think it is necessary that we have a research of these things if for no other purpose than to give people in the local areas the opportunity of finding out all the facets of this very complicated problem, so they will be in a position to render a more intelligent judgment on the issue.

THE CHAIRMAN: I think it has always been the

purpose of this Committee to leave such information as we have been able to give them. We also want to get information from them. What we are trying to do is to come to some decision on the matter before us.

MR. THOMPSON: We have a great number of problems of our own, without trying to solve the problem of the superhighways.

MR. YAREMKO, Q.C.: I agree with Mr. MacDonald. I would not think of going to Council, and saying, "Are you for or against toll roads?". I would never put the question in that way.

I would say, "Assuming that we need more roads faster, do you prefer an increase in the gasoline tax or certain specified toll roads?".

I would be very much interested in asking Council's view by asking that type of alternate question, and seeing what the answers would be. I think that is fundamental, and to what it boils down.

If we need the roads, we need to raise the revenue. How are we going to raise the revenue? Where is the dollar coming from?

I think that in a specific area, we have to go to the people, and say, "Highway No. 401 is planned to be built, and it is needed to be built. How will we pay for it? By tolls? Leave it as it is, or increase

taxes?".

I think we should put a question in that manner to the people, and see what they can give us in the way of answers.

MR. HERRING: Economically, I think these areas in which you are at the present time are vitally linked with the development of this Highway No. 401. It appears to me that less highways go through this part of the province than in some other areas, perhaps. I am not prepared to say. I am only guessing.

Does it not resolve itself into a question of whether, economically, we can afford to wait for ten years, if we are shown it can be done in two or three years, to relieve our economic situation in this area.

We are getting into a great area of competition in industry. One of the things industry examines is what material is handled in these areas, in respect to supplying other areas at more and more points.

I think that highways are definitely tied in with that.

THE CHAIRMAN: Are there any further comments anyone would like to make to us? (No response).

If not, may I express our collective thanks to you for coming here this afternoon and giving of your time to discuss this matter with us.

What has been said has been recorded, and will be transcribed, and we will all have a copy of it, and we can discuss it amongst ourselves when we come to a point where we have to make up our minds finally.

Thank you, gentlemen. The meeting is adjourned.

---Whereupon at 4:03 of the clock p.m., the further proceedings of this Committee adjourned until Tuesday, October 23rd, 1956, at 10:00 o'clock a.m.

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ONTARIO

P R O C E E D I N G S

of the

SELECT COMMITTEE APPOINTED BY THE LEGISLATURE OF
THE PROVINCE OF ONTARIO, TO ENQUIRE INTO AND REPORT
UPON MATTERS IN CONNECTION WITH TOLL ROADS IN THE
PROVINCE.

Mr. J. P. Robarts, Q.C., Chairman.

Mr. D. J. Collins, Secretary.

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VOLUME XXXI

Tuesday, October 23rd, 1956.

KINGSTON, Ont.

(Morning Sitting)

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R. C. Sturgeon,
Official Reporter,
Parliament Buildings,
Toronto, Ontario.

T H I R T Y - F I R S T D A Y

(Morning Sitting)

Kingston, Ontario,
Tuesday, October 23rd, 1956,
10:00 o'clock a.m.

- - - - -

The further proceedings of this Committee
reconvened pursuant to adjournment.

Mr. J. P. Robarts, Q.C., Chairman,
Presiding.

PRESENT:

Messrs. Root,
Yaremko, Q.C.,
Sandercock,
Auld,
Mackenzie,
Manley,
Mr. D. J. Collins, Secretary.

APPEARANCES:

Mr. R. E. McCullough,	Mayor, City of Kingston.
Mr. T. J. McKibbin,	Clerk-Treasurer, City of Kingston.
Mr. J. W. Brooks	Queen's University, Kingston.

Mr. S. R. Mills,	On his own behalf.
Mr. R. B. Coulter,	Deputy Reeve of Kingston Township.
Mr. J. T. Truaich,	Chief of Police, Kingston.
Mr. C. Hudson,	Chamber of Commerce, Kingston.

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THE CHAIRMAN: Gentlemen, I think we might start our meeting this morning. It was called for ten o'clock and it is now seventeen minutes after.

For the benefit of the people who are here, I will give a brief outline of what the Committee is, what we have done to date, and why we are here, and what we propose to do in the future, so you will have some idea of our functions.

We are an all-Party Committee, appointed by the Legislature, and are primarily a fact-finding Committee.

We were established originally in March, 1955, to investigate toll roads and their possible application in the province of Ontario.

When the Legislature was dissolved, the Committee ceased to function in 1955, prior to the election, and we were re-appointed afterwards, in

September, 1955.

Between September, 1955, and the last Session of the Legislature in March of this year, we did a great deal of investigation into toll roads in the United States. We visited the New York Thruway, the New Jersey Turnpike, the Garden State Parkway, the Pennsylvania Turnpike, and the Ohio Turnpike.

We also held a great many sittings in Toronto and heard from a great many different organizations which had ideas of one kind or another on the subject.

We sent out invitations to well over 100 different organizations, inviting them to appear before us if they felt so inclined, and, of course, invitations were sent to all municipalities throughout the province.

As a result of these meetings, we prepared a report which was submitted to the Legislature in March of this year, and is contained in this little green volume, and if there is anybody who would like to have a copy, we have a few extra ones, and will be happy to give you as many as you like, as long as they last.

In the time available up to the writing of this interim report, we were able to draw certain conclusions, and from those certain recommendations were made to the Legislature. They are very general in nature.

This year we have set ourselves the task of deciding where these principles might be applicable in the province, and that is why we are here today, and why we have been travelling throughout the province.

We have been in the western and northwestern parts of the province, into the Niagara Peninsula, and are now travelling throughout the eastern part of the province, following, by and large, the routes of highways which we think might carry enough traffic to warrant a toll, and avoiding, or not visiting, those sections where we know definitely there will not be sufficient traffic in the foreseeable future to support a toll road, or the toll method of constructing a highway.

We, of course, have not made up our minds, but we are very interested in hearing from the various governmental organizations, as well as private citizens, and private organizations, as to their opinions, and what their feelings are concerning toll roads. We have given a great deal of study to the question of toll roads, and have been dealing with the general problems of highway construction, and particularly highway financing.

We have been asked by the hon. Prime Minister to do a study, and submit some recommendations, as to the possibility of the imposition of the weight-mile, or the ton-mile, or the distance-mile tax, which is a

relatively new concept in this country.

It is a tax based primarily on the weight of a vehicle, plus the number of miles the vehicle travels, the theory behind it being that the heavier the vehicle, the more expensive road is needed to carry that vehicle, and the greater the distance it travels, the greater are the maintenance costs.

We are not by any means experts in this matter as yet. We have received several briefs, and we expect to receive several more, as we will carry out very intensive studies in various states of the Union which have adopted the tax.

As you will see, it is an equitable tax, perhaps more equitable than a gasoline tax, because the studies show that the gasoline tax falls most heavily on the lighter vehicles, whereas this tax is designed to collect a tax from the users who receive the greatest money benefit from the roads.

Perhaps, if I run over very briefly some of the conclusions we have reached, then we can have a general discussion, and we will be most happy to hear from any of you who are present, and if you have any questions to ask us or any brief you would like to submit, or any statement you would like to make to us, and any information you can leave with us, we will be

very happy to receive it.

We found five factors, or a combination of any or all of them in regard to toll roads, as follows:

" The Government of the State did not feel that it was in the public interest to increase motor vehicle taxation sufficiently to obtain the necessary revenue to build urgently required controlled access expressway or high cost bridge facilities. Practical economics and the belief that the motor vehicle user should not be assessed beyond a fair tax burden was construed to mean that the construction of high cost projects was not sufficiently in the general public interest to deserve a levy on all motor vehicle owners and operators whether users of the facility or not."

Then, secondly, we found that:

" Out-of-state traffic would constitute a high percentage of the motor vehicles which would use the highway or bridge to be constructed. This is in most cases caused by motor vehicle traffic passing from one major centre to another and not originating or terminating in the state responsible for such road construction. In this case, out-of-state vehicles could travel

over the roads and highways without contributing any tax revenue for the construction and maintenance of roads."

That is, vehicles, the origin and destination of which was outside of the jurisdiction concerned, on a toll road, would pay their share of the cost of the upkeep of the roads they were using.

Thirdly, we found there was:

" A great backlog of highway construction remained, even after motor vehicle revenues were utilized for construction and maintenance of the highway system. This backlog was usually revealed by investigation conducted to discover the inadequacies of highways, and predictions on future highway requirements. Highway demands continue to increase to such a degree that construction could not keep pace without resort to some new method of financing which would permit an accelerated highway program."

It was found that this large backlog of highway construction had resulted from the war, and the tremendous increase in the number of motor-vehicle registrations.

Fourthly, we found:

" County and town demands for increased road construction to maintain and improve transportation

arteries have precluded concentrated expressway building programs. This means in effect that highway revenues are not great enough to provide sufficient sums for significant divided controlled access construction, and for subsidization of rural and urban service roads at the same time."

That is the constant demands for financial assistance from the municipalities and urban areas in connection with their traffic problems.

This means simply that if a central government gave one dollar to a municipality, it has not that dollar to spend on roads for the county or urban municipalities, and this pressure has resulted in many cases in the construction of toll roads.

We also found that:

" In a few jurisdictions there is evidence that highway revenues were in part diverted to other state programs considered more deserving. In the main, such expenditures were directed to education and welfare and not used to maintain an adequate highway system."

That, I might say, is not true in Ontario. We collect from the motorists approximately 69 cents of every dollar spent on highways, and the other 31 cents

comes from the general revenue, or is added to the debt structure of the province.

Those are the five general observations we made.

Then we came to certain conclusions about toll roads, and from these conclusions, we drew our recommendations. Our first conclusion was:

" There is no inherent engineering or traffic control advantage in toll expressways over free roads, such as No. 400, built out of tax revenue and provincial credit."

You can build a freeway which will, in all respects, equal a toll road. We have freeways in this province now which I think are the equivalent of any toll road we have seen in the United States, as far as engineering and the movement of traffic is concerned.

Secondly, we found that:

" Toll financing is an expedient to enable the state to build high cost expressways and bridge projects quickly on a user pay system, when revenues are below expenditures. The alternative would be an indefinite postponement or, at the best, piecemeal construction on funds available out of current revenue."

Then, thirdly, we found that:

" The toll method of financing permits the construction of a complete system early and thereby increases the economic effect of a major traffic artery in the jurisdiction, actually encouraging industry and providing a stimulus to the economy without increasing taxes on the general citizenry. The direct and indirect economic benefits may in fact offset much of the expense of construction of the toll facility within a very short time. The construction of the expressway benefits the entire community as well as the special group which makes direct use of the road. Savings in time of travel, vehicle wear, and accident damage are startling when calculated on a money value basis for each user."

The example I have used before to illustrate that is the New York Thruway, 500-odd miles in length, and costing approximately \$1 billion. The whole thing, with the exception of a bridge over the Hudson River, was completed in two and one-half years.

If that road had been built under what we might call the "conventional system of financing", that is, to wait until there was sufficient revenue before letting a contract for building 15 or 20 or 30 miles, it

is estimated it would have taken about twenty years to build the complete highway. But by financing it under the toll system, they simply went out and sold bonds and built the road. It is proving to be quite successful. That is one of the advantages of toll financing.

Then we found:

" Where the toll method of financing is instituted, such roads should be planned and constructed to form an integrated part of the entire highway network. Toll projects should be designed to ensure that their use will produce the maximum benefit for all citizens of the jurisdiction. This requires that toll facilities be under Government (Provincial) control, and administered through a separate Provincial Board reporting to the Minister of Highways. It is the proper responsibility of the Government to plan the construction of highways and assist in the construction of improved municipal roads. This is true even when the toll method of finance is required, for the planning engineers should not allow toll facilities to obscure inadequate development of the remaining parts of the highway network. Controlled access

express-highways may, in fact, place an added strain on certain sections of the present road system unless interchanges and secondary roads are designed to siphon off, without congestion, the induced traffic flows."

We came to the conclusion also that our present system of motor vehicle taxation was not perfect, and that the development of motor vehicles was proceeding so quickly that constant study would be required if the taxation system was to keep up with (a) the needs and (b) the development of the automobile and the automotive transport, in order to preserve equity between the various types of vehicles, and in order, of course, to produce sufficient revenue to build the roads we need.

Then we came to the conclusion that:

" The ever changing aspects of the motor vehicle tax system must be studied and revised whenever circumstances merit. New fuels and more efficient vehicles able to operate with greater loads, can complicate a tax system based on gasoline gallonage. In fact, the transportation field is a dynamic one, with constant technological improvements and developments. The taxation system and the highway construction

program should keep pace with new developments and not attempt to impede progress by unnecessary restrictions. These restrictions are in part caused by insufficient amounts of money available to the construction engineer to build roads to high enough standards to accommodate all vehicles regardless of weight. Weight loads which can be moved economically by motor transport have sharply increased in the last few years. Secondary roads, because of their lighter construction, suffer most from heavy transportation movements. This requires a new approach in the classification of roads and streets. The construction of each road limits the type of vehicles it can carry without undue deterioration. Secondary considerations, such as heavy traffic in residential areas, must also be considered."

I think the reasons are obvious. You need structures, because you have fewer accesses, and that means more underpasses and overpasses, and the actual physical requirements for collecting tolls are expensive, as well.

We found in analyzing our own financial problem, that highways are needed in the province, and

we came to the conclusion that our revenues at the present time from our "road taxation" -- if I may put it that way -- are not sufficient to meet our requirements for road building.

We came to the conclusion also that in any project of this type, it was beyond the scope of this Committee as to where it would be. We could only recommend them and studies would have to be made preferably by independent engineering firms to assess the feasibility of tolling any road, which might be considered.

We also reached the conclusion that we might expect logically a great deal more assistance from the Federal government in our road programme than we are receiving. We have three reasons for so concluding. First, we felt that a proper system of highways in Ontario, and connecting Ontario with the industrial complexities of Montreal, Toronto, Detroit and the Chicago areas, were important for Canada, as well as for Ontario.

Secondly, we felt that national defence is well served by roads of this type, that is, controlled-access fast highways.

Thirdly, we were rather astounded when we analyzed the amount of money the Federal government takes

out of the motoring public, and compared it with the very small amount they give back. We pay a sales tax on our gasoline, which amounts to something slightly under 2 cents a gallon.

With your permission, I will read these figures, because they are so large. The Federal revenue from motor vehicles of Ontario between 1946 and 1953 was \$1,260,000,000, and between 1946 and 1952, which is only one year less, the Federal government's expenditures on roads totalled \$95 million.

The only place we receive any money from the Federal government in this province is on the Trans-Canada Highway, and while we are all in favour of the Trans-Canada Highway, unfortunately it does not run through the portions of Ontario where we have the major traffic problems. As a road, I am all in favour of it, but our problems do not exist nearly to the same extent there as they do on the roads in the southern part of the province.

Having put all these things together, we made certain recommendations to the Legislature, which were accepted.

The first was:

" That the Legislature accept the principle of a toll method as a practical system of financing

the construction and maintenance of multi-lane controlled access highways and urban expressways and special high cost structures, such as bridges, causeways and tunnels."

Secondly, we recommended:

" That the feasibility of each project be considered through an impartial study by experts of detailed data on actual and predicted traffic volumes, and construction costs. A calculation should also be made of the contribution to the economic development of the province generally and the social advantages to all our citizens."

Thirdly, we recommended:

" That consideration be given to the basic contribution of each project to the province generally and that the possibility of a portion only of the capital cost of any project being financed and amortized through the imposition of a toll be considered."

This idea developed, I feel, because our traffic in certain parts of the province might not be sufficient to carry a toll which would liquidate the entire cost of the project, but we felt in our discussions that many of these projects made a basic

contribution to our province as a whole, and perhaps that portion should be paid out of the general revenues of the province, and only what might be called the "premium project" should be paid for by tolls paid by the users of the roads.

Then we recommended:

" That any facility which is subject to a toll charge shall become free when the payment of the facility has been completed, including the government contribution."

That is a natural and logical conclusion of our position, that tolls are simply another method of paying, and once the road or bridge is paid for, it should be released and put back into the free highway system.

Our next recommendation was:

" That no consideration be given to the construction, operation and maintenance of toll roads in the Province by private companies."

We feel that these roads are so much a part of our entire highway system, that it would not be wise for the province to allow them to pass into the hands of private companies or individuals, for the purpose of operation and maintenance.

And finally, we recommended:

" That a Commission or Board be established as the authority to conduct the necessary investigation outlined above and to administer any toll facilities established in the province, such Commission or Board to report to the Minister of Highways."

Gentlemen, that is, very briefly, the result of a great deal of work by this Committee.

As I said at the beginning, our purpose now is to see where in the province these principles are applicable, if they are at any place. That is why we are here today to hear your opinions, as to whether or not you are in favour or opposed to toll roads, as such, and also we would like to receive some ideas from you in regard to your local highway problems, because our investigations have automatically led us into a consideration of these factors.

There are some members of the Committee who will give you their opinions on these matters upon which I touched very briefly.

I would suggest we follow our usual procedure, and let the meeting develop into a sort of round-table discussion.

One thing I failed to do was to introduce the members of the Committee, for which I apologize.

---Members of Committee introduced by the Chairman.

We have as much information as we could secure with us this morning, which we will give to you, concerning Highway No. 401, and Mr. Auld, the member for Leeds, coming from Brockville, has that information, and I will ask him if he will now give it to you.

Following that, we will deal with any questions or any kind of representations you have to make.

MR. AULD: Mr. Chairman and gentlemen; the total length of Highway No. 401 from Windsor to the Quebec border is about 515 miles. At the present time, there is open to traffic 72 miles, plus the bit from Windsor to Tilbury, which was just opened a few weeks ago, ^{and} 29 miles of a one-lane road on the scenic highway between Gananoque and Brockville, and the by-pass between Edwards Street in Prescott, and Highway No. 16.

As the people of this area are aware, the first portion of the section between here and Gananoque is almost completed, and the portion from Gananoque west to Kingston Mills is under construction, and was started this year. It is expected it will be finished some time next year. Whether or not it is, depends on many factors, but it will be finished shortly.

From Gananoque to Brockville, the present plans include the old scenic highway as part of Highway

No. 401. It is not, however, a controlled-access highway; it is a divided, four -lane highway, and there are many people who live on it who have access to it, and it would be impossible, without incurring a staggering cost, to build service roads and so on.

Then, from about five miles west of Brockville, at Crystal Beach, the line of the highway has been settled, the surveys have been completed, and the structures which are required have been called -- some of them -- as the consultants have designed, and it is expected that section will be called next spring, depending on the availability of steel and so on.

A year ago, a section 15 miles east of Brockville, from the Augusta Road to Maitland was called, and is under construction.

From Maitland to Prescott, the line has been approved and surveyed, and the pre-engineering is done, and it will be called very shortly.

From Prescott to Iroquois, the same situation holds true. I understand the present plans calls for the rights-of-way from Iroquois east to the Quebec border, and the construction of one lane only, because of the fact that Highway No. 2 is being re-located from Iroquois east, and it will be of a considerably higher standard than it is at the present time, and will serve

the traffic needs in that area.

As far as the section from Kingston to Belleville is concerned, I do not know what the situation is there, but looking at the map, it would appear that the section between Trenton and Belleville is under construction at the present time, but from Trenton west, and from Belleville east to Kingston, as far as I know, it is not to be constructed in the immediate future, that is, from Trenton to Newcastle, where Highway No. 401 now goes to Toronto.

I think that is a rough outline of what is taking place in eastern Ontario, as far as Highway No. 401 is concerned.

I think I will leave it at that, Mr. Chairman.

THE CHAIRMAN: Thank you, Mr. Auld.

The meeting is now open for any comments, questions or submissions.

MR. ROOT: As a matter of information, could Mr. Auld tell us how many miles of Highway No. 401 are completed, and how many miles are planned for at the present time.

MR. AULD: Mr. Chairman, I am not sure of the exact distance in the Windsor area. I think it is approximately 40 miles. That would bring it to 112 miles, plus the by-pass around London and Woodstock, which

is supposed to be opened shortly this fall.

That would mean that about 100 miles of four-lane highway, and approximately 30 miles of two-lane highway in the Highway No. 401 plan will be opened this year, and possibly another 40 miles, which would include London, Woodstock and so on.

THE CHAIRMAN: Our figures show there is under construction now or tenders called, or already in operation, 173.5 miles, out of a total of 515, which leaves about 342 miles yet to be constructed.

MR. AULD: And it may well be some years before it is all in operation?

THE CHAIRMAN: That is right.

MR. ROOT: For 300 and some odd miles, there are no --

THE CHAIRMAN: The road has been laid out, but there are no building commitments made or planned.

MR. AULD: While the road is laid out, the property has not been purchased. That is subject to change. I think that is the case east of Cornwall.

THE CHAIRMAN: Mr. McKibbin, I believe you have a submission to make?

MR. McKIBBIN: Yes, Mr. Chairman.

I think the members of the Committee will be interested to receive a submission from a municipality

which does not embody in its request, a contribution from the province. All the city of Kingston requests is permissive legislation.

This permissive legislation would be to permit the city of Kingston, or other municipalities, to levy a weight-mile or ton-mile tax on vehicles, if they so wish, for the construction of controlled-access highways within the municipal boundaries.

At the present time, the city of Kingston has under consideration the construction of two controlled-access highways -- which are, it is admitted, considerably in the future -- but they are something for which some way of financing them will have to be provided, and as the members of the Committee probably know, the normal method of financing highways within a municipality at the present time is under the Local Improvement Act, whereby the abutting property owner is charged with a foot frontage rate sufficient to finance construction, and debentures are issued and the money is recovered from a special rate levied upon these properties which benefit.

However, I think it will have become clear to the members, from their studies thus far, that there is a great need for the construction within urban municipalities of certain roads which will be controlled-

access roads, and it does seem most equitable that the cost of constructing these roads would be levied upon the abutting properties, especially if their accesses to these roads are to be very restricted, or perhaps in some situations entirely limited.

That would leave the method of financing these roads under present conditions to be a charge against the general rate.

As your Chairman has already stated, the Councils and legislative bodies are now finding that there is considerable resistance to any extensive increases in the taxes which are now levied on the various groups of electors. So the city of Kingston respectfully requests that your Committee give consideration to amending the Municipal Act to permit municipalities to have the authority to levy the weight-ton tax upon vehicles, the weight-ton tax to be used for the construction of controlled-access roads.

I submit that in the form of a letter.

THE CHAIRMAN: Thank you, very much. It is a very interesting proposition you have put to us, Mr. McKibbin.

MR. AULD: What the submission is, in essence, really is that the municipalities have authority to set up their own toll roads, for an urban expressway, so-called?

MR. McKIBBIN: That is correct.

THE CHAIRMAN: I suppose, in terms of the various rates you find, for instance, in the north-side area, every car which went over it would pay a toll, and that toll would be graduated, according to the weight? Is that where the weight angle comes in?

MR. McKIBBIN: That is so.

MR. AULD: I wonder, as a matter of interest, if Mr. McKibbin can tell us if the city had ever considered the so-called "area local assessment system"?

Let us say you were to build an east-west controlled-access traffic artery; let us say, for argument's sake, there would be six places at which you could get on or off. In theory, that road would be of major benefit to the people who live in the area surrounding the accesses.

There is, in the Municipal Act, provision for a so-called "area benefit" where people whose property directly abuts some work.

I do not suggest it is practicable, but I wondered if it had been given any thought?

MR. McKIBBIN: The answer is "No".

I may say that with all sewers we have used the "area benefit method" in certain situations, and we found it extremely difficult to determine where to

draw the line for the area, and to determine the benefits, whether they are twice as much or one-half as much. These proposed roads have not been so considered.

MR. AULD: I think it would be easier with a sewer than with a road, because at least you know where the sewage is coming from.

THE CHAIRMAN: I will ask Mr. Collins, our Secretary, to read the letter from Mr. McKibbin, so it will go into the record.

MR. COLLINS (Secretary): This letter is under date of October 23rd, 1956, addressed to myself as Secretary, and is headed "Re: Toll Roads", and is as follows:

"Dear Mr. Collins:

The City of Kingston has not been in a position to make a technical study of the merits or demerits of toll roads or weight-mile taxes. However, we should like to bring it to the attention of your Committee that the City has planned the construction of two controlled access highways -- one of these to be known as Sir John A. MacDonald Boulevard and the other as the parkway.

Both of these roads would cater to traffic

that originated from outside the local area and it would be inequitable to finance the construction of these roads as local improvements which would be the normal method of financing road construction.

With respect to Sir John A. MacDonald Boulevard, which would provide a quick entrance to the City for truck traffic from the north of the City to Concession Street, it would be highly desirable that the City would have authority to levy weight-mile taxes for the construction of this type of road."

MR. ROOT: Mr. Chairman, on a point of information; are you suggesting that the weight-mile tax should only be spent on the streets or roads that vehicles are permitted to use?

MR. McKIBBIN: I am.

MR. AULD: I wonder, Mr. Chairman, how we might ensure that the vehicles, in that particular instance, which you wish to use the road, would use it? In other words, supposing it worked out at 25 cents for a heavy tractor-trailer combination, and they decided the time they saved might not be worth that, and they still want to use the roads they are using now; have you given consideration to asking for some power to

prevent those vehicles from using other roads?

MR. McKIBBIN: That might also prove to be necessary.

MR. YAREMKO, Q.C.: It might be the situation, Mr. Chairman, if the weight-mile tax or the ton-mile tax was introduced into the province generally, that the funds collected by the province generally would be allocated to these urban municipalities which, out of necessity, build the type of expressway to which reference has been made. That feeling still prevails in the city of Kingston, and also, as we found out, in large areas like Toronto and Hamilton.

We have heard several representations from the city of Hamilton as to the necessity for expressways either through or around the urban municipality.

It might be very difficult for each municipality, on its own, to introduce a form of weight-mile tax, or, indeed, to collect tolls on urban expressways, because of the comparatively short distances of those expressways.

THE CHAIRMAN: I think every place we have been, and all the studies we have made, eventually the heavily-populated urban areas get around to building high-speed expressways for the people who want to use them, and if they do not want to use them, they do not pay for them.

If you want to go from "A" to "B" in twenty minutes, and it costs you 12 cents, you can use the expressway; if you want to take three-quarters of an hour and go around the other way, you can do so.

That is followed by nearly all the heavily-populated centres of population in America.

MR. AULD: I wonder if the city of Kingston, in their thoughts, have considered they would be paying 100 percent. of the cost of these expressways, or would they expect to receive the normal grants or subsidies from the province on it, because I think that would have quite an effect on the people against whom you have to levy, and you might get into the argument of "double taxation" very easily. If there was no contribution from the province, the people who are using the gasoline would be paying the tax.

That holds true in most of the expressways in the United States, and I wondered whether you have made any sort of cost studies, and upon which you based your calculations?

MR. McKIBBIN: No, this is only in general principle. We have not made detailed studies. We have assumed that these expressways would be treated as connecting links, and as such, eligible for the 50 percent. subsidy, by agreement, from the province.

THE CHAIRMAN: Then you would hope to realize through the toll or tax, only the 50 percent. you spend?

MR. McKIBBIN: That is right.

MR. YAREMKO, Q.C.: Your submission highlights our whole problem, that there is need for highways, both urban and interurban, but the question is where will we get the dollars to build these highways? That really gets back to the fundamental purpose of this Committee, where are we going to get those extra dollars?

One suggestion has been made regarding some sort of a weight-mile tax. The other, which is a problem which has been confronting this Committee throughout, is, if Highway No. 401 is going to be built in its entirety under this present tax structure, how long will it take to build it, and if it is to be built in the usual way, will there be any additional funds available for the other needs of the province, other than Highway No. 401, and similar roads?

MR. AULD: Particularly the urban expressways, where the cost of the property acquisition is such a tremendous part of the cost of building the road.

There is no comparison between building ten miles of four-lane, controlled-access highway in a rural

area, as compared with the cost of building it through built-up areas, and I am sure the people of Kingston are aware what the property costs would be in a problem such as they suggest.

The chunk which would be taken for some of the roads mooted in Toronto, Hamilton, Kingston and Ottawa, have raised the question in my mind as to whether, under the present system of vehicle taxation, and the present revenues, a normal provincial subsidy would be available in all these cases.

When we have a budget of \$183 million, and someone starts talking about a \$100 million expressway, for which the province's contribution would be \$50 million, that is a very substantial "chunk" out of the provincial budget.

MR. MACKENZIE: May I ask through you, Mr. Chairman, are these two proposed expressways running east and west, and perhaps linking up with Highway No. 401, under the present highway system?

MR. McKIBBIN: The Sir John A. MacDonald would go to Counter Street, and it is anticipated by way of an overpass from Highway No. 401, and on the other, the Parkway, traffic could go along Counter Street into the Sir John A. MacDonald Boulevard.

The Parkway would also be from the present

highway to both the north and south ends, across the city.

MR. ROOT: In regard to this proposition; is it your intention that when the thruways are paid for -- that is, the capital expenditures -- from the weight-mile tax, that you would make the roads free roads?

MR. McKIBBIN: Yes.

THE CHAIRMAN: Are there any further comments by any member of the Committee on this matter?

MR. MANLEY: Does this proposition take in all the trucks which would use this expressway, or just the trucks in the local municipality; that is, this weight-mile tax?

MR. McKIBBIN: All the trucks.

MR. MANLEY: All the trucks which might use them?

MR. McKIBBIN: Yes.

THE CHAIRMAN: Would it just be trucks or all vehicles?

MR. McKIBBIN: All vehicles.

MR. AULD: I do not think Mr. McKibbin is speaking of the "weight-mile tax" in the way we have been in the Committee. Correct me if I am wrong, but I think he is basing it on a toll, so much for a passenger car and so much for the higher-weight trucks.

It is not a question of keeping records and submitting mileages and weights, and so on, at the end of a stated period.

MR. McKIBBIN: That is correct.

THE CHAIRMAN: Would there be more than one collection booth, or just pay so much to get on and that is it?

MR. McKIBBIN: It would have to be graduated. We could not have in this short distance, I think, more than about three places of collection.

THE CHAIRMAN: What would be the total mileage -- roughly?

MR. McKIBBIN: About four miles.

THE CHAIRMAN: It is, in effect, more accurate to say that it is a toll based on the weight, rather than a weight-distance tax?

MR. McKIBBIN: That is correct.

MR. MANLEY: Would that not tend to hold up traffic for an undue length of time, because the operator in each case would have to show his license, as to the weight of his vehicle?

MR. AULD: I would think it would depend on the method of toll collection which was used. We were told of a new electronic device where a vehicle drives over it, and a little sign comes up, showing how much you

pay. I think that was in Ohio.

THE CHAIRMAN: In a combination of weight and miles?

MR. AULD: Yes. There was a little card came out, and he would give the card up at the other end.

MR. YAREMKO, Q.C.: It is very difficult on a short stretch of highway, such as four miles, but I am thinking of the Toronto by-pass, as it is commonly known, and trying to make that a toll road and collect tolls. I do not know the length of it, but it must be at least thirteen miles, with a fair number of entrances and exits. To toll that, would be impossible.

That is an instance where the province of Ontario built an urban expressway. It was supposed to be part of Highway No. 401, but it has turned out to be an urban expressway for the use of a great many people, enabling them to get around Toronto, from one end to the other, rather than only for the through traffic, for which it was originally planned.

THE CHAIRMAN: I find this submission by Kingston very interesting because, in my opinion, I think some scheme like it will be the only solution the municipalities will have for solving these problems within their own borders.

MR. AULD: I do not think it is insoluble.

because when we see the number of bridges and tunnels which are tolled, with very little hold-up of traffic --

THE CHAIRMAN: There are many practical ways to solve these technical problems. They are not insoluble at all. It is the principle involved.

MR. AULD: It is interesting to note that both Toronto and Hamilton -- they did not go as far as Kingston -- think along these lines.

MR. ROOT: I feel like complimenting Kingston for coming forward with this suggestion, that is, the municipality asking for permission to solve its own problem.

I was greatly interested in the suggestion that you will toll the road at first, but make it free when paid for.

MR. MACKENZIE: Has Mr. McKibbin a sketch, to show what he proposes?

THE CHAIRMAN: Could you point it out, to show us where these expressways will run?

MR. McKIBBIN: The Parkway would run along this little Cadillac Creek, and go down King Street.

There (indicating) is Highway No. 33, and Highway No. 2 comes along here (indicating), so that cars from both the main highways will have north and south links running across the city.

The other, the Sir John A. MacDonald Boulevard, will cut right across here (indicating) to link with Highway No. 401, and there will be one link across here (indicating), so that cars coming in on Highway No. 401 can get off here (indicating), and run on the Sir John A. MacDonald Boulevard, and down into the business section.

It is true there would not be a great distance, but the controlled accesses would make it a very speedy trip.

At the present time, coming into Division Street, which is more of a truck route, it would be from here (indicating) and there are two railway crossings, and would go across here (indicating), and it is rather difficult to make an overpass here (indicating) , and it is more feasible to make one over toward Counter Street at an elevation of less than is planned.

I will be glad to mail the Committee a copy of our proposed system, which will show exactly where the two roads will be.

THE CHAIRMAN: Has this matter ever been raised by Kingston with the Association of Mayors and Reeves?

MR. McKIBBIN: No, it has not as yet.

THE CHAIRMAN: I presume, in due course, it will be?

MR. McKIBBIN: I presume so.

THE CHAIRMAN: Thank you very much, Mr. McKibbin. Are there any further submissions anyone would like to make to the Committee?

MR. TRUAICH (Chief of Police, Kingston): I am interested in the movement of traffic. We realize this is a fair-sized city, and I am particularly referring to the causeway and structure, which I believe are owned by the Federal government, and controlled by the Rideau Authority.

Have you encountered in your studies any situation similar to that? Here the causeway is within the confines of the city of Kingston, which will be used by at least the cars in the city, irrespective of the construction of Highway No. 401? There is no doubt in my mind that some additional width of this causeway will have to be made in the not too distant future.

I was wondering, from a point of interest, if there were any other situations in the province which you encountered.

The head waters of the St. Lawrence, and the Rideau river, are at the mouth of the causeway, and that is used very frequently by boat travel up the Rideau

River, and it has to be opened, and sometimes the craft which comes along as a sort of escort, is not expected by some people, and I think it is a matter which is going to cause serious concern to this corporation in the next few years.

THE CHAIRMAN: I have not the answer, I am afraid.

MR. AULD: They have a situation such as you describe in the city of Welland, and it is creating quite a problem. It is not in the future, such as you spoke of, but they have it right now. We had some experience with it a few weeks ago.

THE CHAIRMAN: The ship canal cuts their city in two.

MR. ROOT: The Burlington Skyway was necessary for the same reason.

MR. TRUAICH: I was speaking with respect to tolls which might be levied.

MR. ROOT: Mr. Chairman, would that not be something which the city would have to take up with the Federal authorities?

The question I might ask is, would the city of Kingston be favourable toward a toll bridge?

MR. TRUAICH: I cannot answer that question, but this is on No. 2 Highway.

THE CHAIRMAN: I think there was one factor in connection with the Burlington Skyway. The Federal government is not willing to participate in the cost of a structure which will be tolled. Whether that principle has general application throughout the province, I do not know, but I think it was made clear, in that instance.

MR. AULD: I think if the Federal government was going to participate in the Skyway, it would have to be a free bridge, and they would take down their present bridge, and have no more responsibility for it.

I think the same thing might hold true in this particular instance.

MR. YAREMKO, Q.C.: They would have to take down the present bridge, or the province would have the responsibility for it.

THE CHAIRMAN: They offered to participate in the capital cost, if we would accept responsibility for the present structure, and it proved not to be too attractive a deal. I think I can put it that way.

MR. YAREMKO, Q.C.: Is there anybody here who could give us the benefit of his counsel, as to whether Highway No. 401 should be entirely a toll road, that is, as to the feasibility of tolling Highway No. 401 as presently contemplated, throughout its entire length?

THE CHAIRMAN: Does anybody care to express an opinion on that matter?

MR. HUDSON: I do not know whether I understand Mr. Yaremko's question thoroughly. Is he intimating that Highway No. 401 should be a toll road from one end to the other?

MR. YAREMKO, Q.C.: That is right.

MR. HUDSON: The gentleman on my right (Mr. Auld) has indicated it will take years with the budget we have, to complete this highway.

I was in Toronto in August of this year when they opened Highway No. 401 officially, and they said it was then inadequate to handle the traffic. If there is going to be such a tremendous delay -- which is natural, through securing properties, and getting the proper skilled labour, and so forth -- I have driven in the United States, particularly from Utica to New York, about three weeks ago, and I came to the conclusion in a hurry that toll roads were the only answer.

People do not mind paying the cost, because in driving a car, the time you save is just unbelievable when going any distance at all.

Your Committee has been meeting for a number of months, and have studied toll roads, and would it

not be the general feeling that it must be toll roads, for two reasons; (a) to get the job done and (b) to handle the traffic presently offered and/or predicted?

THE CHAIRMAN: I do not think we have made up our minds. There are other considerations about which we must think; one is the fact that we presently have a four-lane, semi-controlled-access highway running from Toronto north to Barrie. It has been in operation now for some time. From a political point of view, how advisable would it be to toll one highway and leave another one free? If we do that, and you live in one area of the province, you will ride on a road for nothing, but if you live in another area, you might have to pay to ride on the same quality facility. That is the problem which bothers us a great deal.

This road is being built in a piecemeal fashion; part of it is in operation now, and part of it will be in operation this fall.

MR. HUDSON: I am thinking of the people from North Bay south, and from Windsor to Cornwall, who have qualified roads.

I met you gentlemen in Port Arthur, when I was the Manager of the Chamber of Commerce there, later moving to Kingston, in July, and if you have done much travelling in the northwestern part of the

province, you will realize that the roads cannot be compared with the roads here, and I think we are blessed with wonderful roads down here. So we have a number of advantages here, when we have much better roads upon which to travel, and without too much delay.

We live in a populated area, and if we want to get to a certain place, not so much in a hurry, but not wasting any time going from or to Kingston and Toronto, we need good roads.

I could go faster to Toronto five years ago than I can today.

I do think that people are still willing to pay the toll. I think the advantages in this part of the province are the roads.

I happened to pick up a Port Arthur paper this week, and I saw a notice from our friend, George Wardrope, that the road from Port Arthur to Red Lake will be paved next spring. However, he has been telling us that for three years.

THE CHAIRMAN: I have been trying to think where I have seen you before. Now I remember.

The people up there do not want a four-lane, controlled-access highway; they want a road -- period. They want a road to get from "A" to "B". On the other hand, they do not have the traffic problems or the movement

of large masses of vehicles from one area to another.

Our roads must be better, but the time elapsed may be greater to travel between two points.

However, we are very interested in your opinion, which I gather is that you think the general public would be prepared to accept a toll, if they were going to get the road faster?

MR. HUDSON: That is right. That is the opinion of our Chambers in Ontario.

MR. YAREMKO, Q.C.: Is Kingston in that area?

MR. HUDSON: Yes, it is in the fringe area.

MR. YAREMKO,,Q.C.: We were in Belleville yesterday, and we heard that just recently the Eastern Ontario Development Association presented a brief to the hon. Prime Minister, and one of their submissions was they were in favour of toll roads, but I got the impression they were referring to the area from Toronto west. I do not think they made any reference to Highway No. 401 being a toll road.

Do you recall that, Mr. Chairman?

MR. HUDSON: That is what we are having a meeting for at Kemptville, at which this will be argued. It is an area meeting.

MR. YAREMKO,Q.C.: Will Highway No. 401 as a toll road be discussed?

MR. HUDSON: Yes.

MR. YAREMKO, Q.C.: It might be interesting to have a representative come to Brockville tomorrow, and tell us about it.

MR. MANLEY: I have informed the Vice-President that the Committee will be in Cornwall, and we would be very happy to receive the views of the Eastern Ontario Development Association. Mr. Sones is the Vice-President.

MR. ROOT: Do I take it you would be willing to accept the tolling of Highway No. 401 regardless of whether Highway No. 400 was tolled or not, or do you want all roads tolled at the same time?

MR. HUDSON: Frankly, I do not think there is too much concern about it. We would be happy to see Highway No. 401 tolled, to get the job done, whether Highway No. 400 was tolled or not.

We are interested in getting the road finished, and if the answer is "a toll road", that is the picture.

MR. AULD: I heard of that meeting where the Ontario Eastern Development Association presented its brief to the hon. Prime Minister, and my impression at that time was that what the brief was leading up to was that there was a decision in favour of Highway No. 401 being completed as a toll road in eastern Ontario.

I thought I had a copy of the brief with me, but I find I have not.

MR. YAREMKO, Q.C.: Are we perhaps not laying a little too much stress on the difficulty of trying to work in certain segments of our provincial highway system as a tolled system? If you consider the Toronto-Barrie stretch; it is a comparatively short stretch, in comparison with Highway No. 401 from one border of the province to the other?

THE CHAIRMAN: Yes, but it has other characteristics which make it very attractive as a toll road, (a) the amount of out-of-state traffic it carries in a twelve-month period. However, it is not a large percentage of the mileage total of the province; that is for sure.

MR. YAREMKO, Q.C.: A great deal of the traffic which will end up in the future on Highway No. 400, has travelled along Highway No. 401. Not all of it, but a great deal of it.

MR. ROOT: The point that is in my mind is this; it is a road which has already been constructed. People have established businesses and industry along it, with the idea that they were on a free road, and they might want compensation if it was tolled. That is why I wondered if we were prepared to suggest that

it be tolled, regardless of what happens.

The same principle might be applied to any future extension of Highway No. 400.

MR. MACKENZIE: Since Highway No. 400 was constructed, has anybody seen any advantage in having it tolled? I do not think it lends itself to be made into a toll road, for the simple reason that at short intervals you have entrances onto it. You would have to close these entrances, and that would be very expensive, and there would be the further expense of installing collection facilities, and I think you would run into a great deal of difficulty, indeed.

While I am speaking, may I say that it seems to me that some of the delay in connection with Highway No. 401 are engineering difficulties, which they run into east of Yonge Street, where they had to purchase small lots, and the villages were in a thickly-congested area. I think that is one reason for the delay.

I do think, however, that in the open country, Highway No. 401 could be constructed more quickly.

However, I am very interested indeed in listening to these opinions here this morning as to the advisability of making Highway No. 401 a toll road.

MR. AULD: I would not suggest that the only difficulty is an engineering one in regard to Highway

No. 401, because I think it is a matter of finances.

It is true there is a shortage of personnel in the engineering profession, not only in regard to highway construction, but in practically all fields, but I still think the main delay in the construction of Highway No. 401 is the matter of money, and I am reasonably sure there are pieces of Highway No. 401 which could have been called this year had there been the money available to pay for the work when it was completed.

THE CHAIRMAN: I think the point is well taken that perhaps it would not take as long to build the next 175 miles, as it took to construct the first part, because the really difficult portions have been built.

For instance, to join up with the piece outside of Chatham, with the piece just outside of London, you are going through a flat country, and there are comparatively few water problems, and the railways run parallel to it, and so that underpasses and overpasses would not be required over or under the railways.

I think both monetarily and time-wise, it would be much more simple.

MR. AULD: I do not know how much we can figure our present budget in relation to the construction of highways. Suppose Kingston decides to go through with

one of its expressways, and the province, by way of subsidy, would contribute 50 percent.:

The city of Toronto went in with the Don Valley Parkway, and used part of the province's share toward this very high-cost project, and that it was going to continue paying the subsidy and maintenance of the highway, and bring it up to date, but in order to do that, something is going to have to suffer somewhere.

THE CHAIRMAN: I think that is one of the conclusions we have already reached, that our present system of taxation is not producing enough to do what has to be done.

In one way or another, we will have to get more money.

MR. AULD: Perhaps in more than one way.

THE CHAIRMAN: Yes, perhaps in more than one way. That is why I find this suggestion of Kingston quite intriguing.

MR. ROOT: On a point of information; I think Highway No. 401 is a problem, but it means something to this area. There are also problems in other parts of the province.

We have a backlog now of somewhere around \$900 million; there is also a backlog of municipal roads, which adds up to about \$1,750,000,000. We are not

collecting that kind of money, which will overtake that backlog.

A superhighway costs five times as much to build as an ordinary highway. The cost of constructing five miles of a superhighway would hard-top the whole provincial highway system.

I think it would be interesting to hear the suggestions from Kingston. Do they want to try to solve the problem on their own with permissive legislation, or are they willing to accept a toll on this superhighway?

THE CHAIRMAN: Are there further submissions or comments, or questions on any item, anyone would like to make to us?

MR. COULTER: Mr. Chairman and gentlemen; the only problem we have in connection with Highway No. 401 is that when they were building Highway No. 401, the heavy trucks came from the sand pits, and used the gravel roads. That is really a problem, the use of the gravel roads by the heavy trucks coming in to build Highway No. 401.

However, Mr. Chairman, I only came in to listen this afternoon, and to take what information I could gather back to my township.

THE CHAIRMAN: Thank you, Mr. Coulter. Is there anything further? Any further comment any member

of the Committee would like to make?

MR. SANDERCOCK: I can understand Mr. Coulter's position. We have had the same thing in Rawdon Township and Thurlow Township, north of Belleville.

The gravel is drawn in for practically nine or ten miles, and, as Mr. Coulter says, they load these trucks to the limit, and the tonnage is terrific for the use of the township roads.

THE CHAIRMAN: I remember when the Fanshaw Dam was being built, they moved over one road, and after they ruined it, they went to another road, to give them time to fix the first one.

MR. MANLEY: I wish the Committee had time to drive through the development, and see the roads before this project started, and compare them with what we have at the present time.

THE CHAIRMAN: I was interested to hear Mr. Coulter say the problem was recognized. You said you were getting some assistance from the province. Is that what is called "the price of progress"?

MR. AULD: It is a question of who is paying for it.

THE CHAIRMAN: I think it falls on all of us; perhaps not all at the same time, but in time it hits us all.

MR. MANLEY: In any construction, there is bound to be a certain amount of destruction going on.

MR. ROOT: In the municipalities in my riding, we asked them to submit an estimate of how much wear and tear was done on the roads, and I think they gave them reasonable compensation to replace the gravel.

THE CHAIRMAN: It is no more than fair that that should be done.

MR. MACKENZIE: I can sympathize with Mr. Coulter, because I had that situation in my own riding in connection with the construction of Highways No. 401 and No. 400, and all the construction going on in the city of Toronto. They would use one road, until it was all torn up, and then move to another.

That has happened continuously in my riding.

I am wholeheartedly in support of the suggestion that there should be some assistance given to the townships.

MR. MANLEY: Is there not a certain responsibility to be placed upon large contractors? They are the people who are making the money out of this progress.

THE CHAIRMAN: If they were going to be assessed the costs, they would have to put it in their estimates. This was really a matter of it all

eventually simply coming out of the same pocket.

MR. AULD: That may be, but it may cause them to exercise a little more care.

THE CHAIRMAN: Perhaps it should be on an axle load.

MR. AULD: It leads up to the classification of highways. This problem has "snuck" up with the increased axle weights, and so on.

But, as Mr. Coulter says, they do not very often have the type of roads which will stand the traffic. They do destroy the roads, and excepting for perhaps putting on a half-load restriction, there is not much which can be done about it.

MR. ROOT: If you want gravel, you have to go where the gravel is.

THE CHAIRMAN: Gentlemen, may I express the thanks of the Committee for your coming here this morning. We have found it a very interesting meeting. Anything which has been said here has been taken down, and will be studied by the Committee, before we reach our final conclusions.

I think this meeting is now adjourned.

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---Whereupon, at 11:35 o'clock a.m., the further proceedings of this Committee adjourned until this afternoon at 3:00 of the clock p.m.

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ONTARIO

P R O C E E D I N G S

of the

SELECT COMMITTEE APPOINTED BY THE LEGISLATURE OF
THE PROVINCE OF ONTARIO TO ENQUIRE INTO AND REPORT
UPON MATTERS IN CONNECTION WITH TOLL ROADS IN THE
PROVINCE.

Mr. J. P. Robarts, Q.C., Chairman.

Mr. D. J. Collins, Secretary.

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VOLUME XXII

Tuesday, October 23rd, 1956,

BROCKVILLE, Ont.

(Afternoon Sitting)

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R. C. Sturgeon,
Official Reporter,
Parliament Buildings,
Toronto, Ontario.

T H I R T Y - S E C O N D D A Y

(Afternoon Sitting)

Brockville, Ontario,
Tuesday, October 23rd, 1956,
3:00 o'clock p.m.

- - - -

The further proceedings of this Committee
reconvened pursuant to adjournment.

Mr. J. P. Robarts, Q.C., Chairman,
Presiding.

- - - -

P R E S E N T :

Messrs. Auld,
Sandercock,
Root,
Mackenzie,
Yaremko, Q.C.,
Manley,
Mr. D. J. Collins, Secretary.

A P P E A R A N C E S :

Mr. H. J. Ranson,	Mayor, Prescott.
Mr. R. Allan Hay,	President, Prescott Chamber of Commerce.
Mr. T. D. Dailey,	President, Brockville Chamber of Commerce.

Mr. George Bely,	Brockville, Chamber of Commerce.
Mr. Hugh A. Reynolds,	Citizen, Brockville.
Mr. R. B. Gardiner,	Clerk, Kipley Township.
Mr. Mortimer Cross,	Deputy Reeve, Leeds County.
His Honour Judge Lewis,	County Court Judge, United Counties of Leeds, and Grenville.
Mr. J. W. C. Langmuir,	Mayor, City of Brockville.
Mr. Clare S. Walker,	Mayor, Gananoque.
Mr. W. S. Leeder,	Reeve, Mallorytown.
Mr. Gerald Mills,	Reeve, Jellyby.
Mr. L. Bruce Moore,	Reeve, Athens.
Mr. Erskine Johnston,	M.P.P. Carleton.
Mr. Marcel Robert,	Warden, Carleton County.
Mr. Victor Major,	Reeve, Fitzroy Township.
Mr. Claude Riddell,	Reeve, Marsh Township.
Mr. George Fulford,	Brockville.
Mr. G. R. Brown,	Reeve, Cardinal.

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MR. AULD: Mr. Chairman, while we are waiting for some of the other members of the Committee, I think we might get under way. I think there are three who have not yet been introduced.. With your permission, Mr. Chairman, I will introduce the members of the Committee.

---Introduction of Committee by Mr. Auld.

MR. AULD: Then, Mr. Chairman, amongst those present today are Mr. Wheeler, the Chairman of the County Finance Committee, and Reeve Ward, Chairman of the County Roads Committee, and Reeve Bell from the Township.

I would like to welcome the members of our Committee to Brockville, and the County of Leeds, and on behalf of the citizens and various representatives of bodies attending this afternoon at this hearing. I hope this meeting will be mutually profitable.

I know the Committee is anxious to hear the views of everyone here in regard to toll roads and vehicle taxation in particular, and roads' problems in general.

With these few words, I will ask our Chairman to take over.

THE CHAIRMAN: Thank you, Mr. Auld.

Gentlemen, the procedure which we usually follow, and which we might follow this afternoon, is that I will tell you who we are, what we are, what we have done to date, why we are here, and what we propose to do in the future. Then, after that, we may have a general discussion, covering some of the principles, we have unearthed or arrived at in our investigations.

We are actually anxious to give you any information we may, and also to obtain information from you, concerning your approach to this problem in your own area.

This is a Select Committee of the Legislature, which means it consists of representatives of all Parties, and we are purely a fact-finding body. We have no executive power. We will make recommendations to the Legislature which may be accepted or rejected, and our recommendations may or may not be acted upon by the government. When we make our recommendations, our duty is completed.

We were appointed first in March, 1955, and held only two meetings before the Legislature was dissolved, and a general election was held, and we were re-appointed a year ago last month, in September, 1955.

Our terms of reference are very broad; they cover toll roads in all their aspects which may be applicable in this province.

We presented an interim report to the Legislature last March, and we asked to be re-constituted because we found that in the time available we had no opportunity to do anything other than arrive at certain fairly general principles and conclusions concerning toll roads, and we felt we needed another year in which to

try and assess the applicability of those principles to our own province, and that is exactly what we are attempting to do at the present time.

We have established certain principles, but, like all principles, they may not be actually applicable to the situation in our province, and that is what we are trying to find out and that is why we are here this afternoon, to hear your opinions on these matters.

What we actually did before compiling our report was to travel extensively throughout the United States, and we spent considerable time with the people who designed, built and operated the larger toll roads in the United States, and we also spent a good deal of time with the men who have financed them.

We were on the New York Thruway, the New Jersey Turnpike, the Garden State Parkway, the Pennsylvania Turnpike and the Ohio Turnpike.

In addition to that, we sent out invitations to well over one hundred organizations throughout the province, inviting them to make representations before our Committee in Toronto, and we held a long series of public meetings, and there we received a great many briefs from various bodies, presenting many different points of view.

From that very large wealth of information

we made certain general observations concerning toll roads, and we found in other jurisdictions which have toll roads, there were five factors, or any combination of one or more of them.

The first observation we made was as follows:

" The Government of the State did not feel that it was in the public interest to increase motor vehicle taxation sufficiently to obtain the necessary revenue to build urgently required controlled access expressway or high cost bridge facilities. Practical economics and the belief that the motor vehicle user should not be assessed beyond a fair tax burden was construed to mean that the construction of high cost projects was not sufficiently in the general public interest to deserve a levy on all motor vehicle owners and operators whether users of the facility or not."

That refers particularly to these very expensive controlled-access, four-lane highways.

Our second observation was:

" Out-of-state traffic would constitute a high percentage of the motor vehicles which would use the highway or bridge to be constructed. This is in most cases caused by motor vehicle

traffic passing from one major centre to another and not originating or terminating in the state responsible for such road construction. In this case, out-of-state vehicles could travel over the roads and highways without contributing any tax revenue for the construction and maintenance of roads."

Which means that cars which run over the roads of a jurisdiction should help pay for the use of them.

Our third observation was:

" A great backlog of highway construction remained, even after motor vehicle revenues were utilized for construction and maintenance of the highway system. This backlog was usually revealed by investigation conducted to discover the inadequacies of highways, and predictions on future highway requirements. Highway demands continue to increase to such a degree that construction could not keep pace without resort to some new method of financing which would permit an accelerated highway program."

And our fourth:

" County and town demands for increased road construction to maintain and improve transportation arteries have precluded concentrated expressway

building programs. This means in effect that highway revenues are not great enough to provide sufficient sums for significant divided controlled access construction, and for subsidization of rural and urban service roads at the same time."

That is true, of course, in Ontario.

Municipalities are facing very large traffic problems, and there is a continuing pressure on the provincial government to provide more money by way of grants.

As you all know, gentlemen, we can only spend one dollar once, and if that is spent within a municipality, it cannot, of course, be then spent on these expensive roads which connect the various municipalities and centres of industry and population.

Finally, we found that:

" In a few jurisdictions there is evidence that highway revenues were in part diverted to other state programs considered more deserving. In the main, such expenditures were directed to education and welfare and not used to maintain an adequate highway system."

We found in some places, as a matter of political consideration, it was feasible to spend the gasoline tax and license-fee money on such things

as education, public welfare and so on, and that made it, in some jurisdictions, absolutely necessary to build toll roads, because there was no other way of building them.

That is not true in Ontario.. We made fairly exhaustive investigations from our own Treasury people, and they came up with figures showing that of every dollar spent on highways in Ontario, approximately 69 cents is collected from the motorists, the balance coming from the general revenues of the province, or added to our general debt.

That is the background of toll roads, as we saw it, in the United States.

We also reached what we termed certain "general conclusions" concerning toll roads, which I will run over very briefly. Our first conclusion was:

" There is no inherent engineering or traffic control advantage in toll expressways over free roads, such as No. 400, built out of tax revenue and provincial credit."

We have as good roads in this province, which are free, which compare favourably with any toll road in the United States.

Secondly -- and this leads almost directly to No. 1 -- we came to the conclusion that:

" Toll financing is an expedient to enable the state to build high cost expressways and bridge projects quickly on a user pay system, when revenues are below expenditures. The alternative would be an indefinite postponement or, at the best, piecemeal construction on funds available out of current revenue."

Thirdly, we found that:

" The toll method of financing permits the construction of a complete system early and thereby increases the economic effect of a major traffic artery in the jurisdiction, actually encouraging industry and providing a stimulus to the economy without increasing taxes on the general citizenry. The direct and indirect economic benefits may in fact offset much of the expense of construction of the toll facility within a very short time. The construction of the expressway benefits the entire community as well as the special group which makes direct use of the road. Savings in time of travel, vehicle wear, and accident damage are startling when calculated on a money value basis for each user."

Perhaps the best example I can give you of that

is the New York Thruway, which is some 500-odd miles long, and cost approximately \$1 billion, with all its structures, and the major portion of it was completed within two and one-half years.

That was done, of course, by going out and selling bonds and amortizing those bonds against the tolls which are collected for the use of the road. Had it been done in the usual, conventional method -- if I may put it that way -- of building highways, that is, waiting until you have the revenue before building the road, or constructing 30 miles this year and 40 miles next year, it has been estimated it would take from 15 to 20 years to build that road. By doing it with the toll method, they were able to go out and construct the entire unit in something less than three years.

Our fourth conclusion was:

" Where the toll method of financing is instituted, such roads should be planned and constructed to form an integrated part of the entire highway network. Toll projects should be designed to ensure that their use will produce the maximum benefit for all citizens of the jurisdiction. This requires that toll facilities be under Government (Provincial) control, and administered through a separate

Provincial Board reporting to the Minister of Highways. It is the proper responsibility of the Government to plan the construction of highways and assist in the construction of improved municipal roads. This is true even when the toll method of finance is required, for the planning engineers should not allow toll facilities to obscure inadequate development of the remaining parts of the highway network. Controlled access express-highways may, in fact, place an added strain on certain sections of the present road system unless interchanges and secondary roads are designed to siphon off, without congestion, the induced traffic flows."

The importance of that conclusion will appear later.

Fifthly, we found:

" The ever changing aspects of the motor vehicle tax system must be studied and revised whenever circumstances merit. New fuels and more efficient vehicles able to operate with greater loads, can complicate a tax system based on gasoline gallonage. In fact, the transportation field is a dynamic one, with constant technological improvements and developments. The taxation

system and the highway construction program should keep pace with new developments and not attempt to impede progress by unnecessary restrictions. These restrictions are in part caused by insufficient amounts of money available to the construction engineer to build roads to high enough standards to accommodate all vehicles regardless of weight. Weight loads which can be moved economically by motor transport have sharply increased in the last few years. Secondary roads, because of their lighter construction, suffer most from heavy transportation movements. This requires a new approach in the classification of roads and streets. The construction of each road limits the type of vehicles it can carry without undue deterioration. Secondary considerations, such as heavy traffic in residential areas, must also be considered."

That is, that the whole basis of the automobile tax system is so dynamic, and changing so rapidly, that constant studies will be necessary in order to arrive at anything approaching an equitable tax system.

During the last session of the Legislature, the hon. Prime Minister asked us to investigate the

imposition of a weight-mile tax in this province. As you can understand, from what I have said, our study of toll roads has led us well into the field of taxation, and highway financing generally, and this weight-mile tax, ton-mile tax, distance-mile tax -- call it what you will -- is a very interesting theory with which to play around.

In essence, it is a tax placed on the weight of a vehicle times the number of miles that vehicle travels over our roads in any given period. The theory there is that the heavier the vehicle, the more expensive the cost of roads will be in order to provide facilities for carrying that vehicle, and the greater distance it travels, the greater damage it does to the roads, and the greater the maintenance which is necessary on those roads.

Properly handled, at first blush, it appears the most equitable method which could be devised for highway users. We do not know too much about it, although we had a very excellent brief presented to us by the Railway Association, and their economists spent a great deal of time on it, and it is near and dear to the hearts of the railroads, because they feel that the trucking industry has been subsidized by the various governments in connection with roads, whereas the railways

have to provide and maintain their own rights-of-way.

We expect to receive a very large brief -- which we have not received as yet -- from the trucking industry, and no doubt it will present the opposite point of view in a very vigorous manner, and, in addition to that, we intend to carry out certain studies in at least one American jurisdiction, which has had a great deal of experience with that tax.

That is the type of thing I mean when I say the whole effect on our economy and our life is so dynamic and we are in such a state of change, that what we have today is certainly not perfect, and we are attempting to come up with some answers which are, at least to some degree, more perfect.

We also came to the conclusion that any toll facilities built will be more expensive than a freeway. The reason for that, I think, is fairly obvious. You have to control your accesses, and build more overpasses and underpasses, and the more physical facilities required to collect tolls are of themselves more expensive, that is, your toll booths, and barriers, and the various structures you must build to control the flow of traffic.

We also came to the conclusion, as you have probably gathered, when analyzing the highway

expenditures in this province at the present time on roads, our present system of road tax is not producing enough revenue for the roads we have to build. It is almost a problem in political economy to decide what proportion of the cost of roads should be paid by the motorists, of any type, be he trucker or private individual? Should he pay 75 percent? Should he pay 85 percent, or should he pay 100 percent? Frankly, we do not know. That is a matter of opinion.

The fact of the matter is we are not getting enough money in our province at the present time, regardless of where it is coming from, to pay for the roads we require, and, therefore, we must look for additional sources of revenue.

We are also of the opinion that a complete and impartial feasibility report on any project which might be considered for tolling, should be prepared by an impartial group of engineers. We are not qualified to do that. It is an extremely complicated procedure. Some of the feasibility reports we have seen represent from eight to twelve months' work by large firms of engineers, and some of them say that the project is feasible, and some of them that it is not. We are looking for a very impartial study, which will give us the information without any axe to grind, but simply

is it a good proposition, or is it not?

Finally, we feel that the Federal government could very well share a part of the cost of our provincial roads, and we have three reasons for reaching this conclusion.

First, we feel that good roads in the province of Ontario are a national asset; we feel that Ontario is the industrial heart of Canada, and our highway system in southern Ontario, connecting the industrial centres in Montreal, with Toronto, Detroit and Chicago, and with lesser industrial areas in between, makes our highway system something a little bigger than simply for Ontario. It is a national asset, and should be treated as such.

Secondly, we consider it to be a major factor in national defence, because in war time, fast communication is absolutely necessary.

Thirdly, we were amazed at the amount of money the Federal government takes from the motoring public, and how little it returns. We do not suggest the Federal government should return any given percentage of the funds it collects for highways, but we do feel that when the motoring public is going to have to be taxed for more, some consideration should be given to what he has already paid.

We all know we pay about 1.8 cents per gallon

of gasoline, as a tax to the Federal government. It is not called a "gasoline tax"; it is called "sales tax". However, it amounts to the same thing.

The government's takings from such things as excise taxes is really fantastic. I will read these figures, because I could not possibly remember them.

Between the years 1946 and 1953, the Federal government took \$1,260,000,000 from the motor vehicle industry, and in the same period, less one year, they expended \$95 million. \$95 million out of \$1,260,000,000. is all that came back.

It came back, of course, by way of contributions to the Trans-Canada Highway, which is a national highway, and should be built. Unfortunately, however, as far as Ontario is concerned, we do not have the traffic problems in the area in which the Trans-Canada Highway is being built, at least not in the same proportion as we do down in this part of the province, where the traffic density is so great.

I will give you one more short "spiel", and then I will be finished.

I would like to give you the recommendations we made to the Legislature.

The first was:

" That the Legislature accept the principle of

a toll method as a practical system of financing the construction and maintenance of multilane controlled access highways and urban expressways and special high cost structures, such as bridges, causeways and tunnels."

We feel that if we have to raise the money, it is a reasonable proposition to construct a toll road.

Our second recommendation was:

" That the feasibility of each project be considered through an impartial study by experts of detailed data on actual and predicted traffic volumes, and construction costs. A calculation should also be made of the contribution to the economic development of the province generally and the social advantages to all our citizens."

Thirdly:

" That consideration be given to the basic contribution of each project to the province generally and that the possibility of a portion only of the capital cost of any project being financed and amortized through the imposition of a toll be considered."

Our purpose in recommending this is because, in some parts of our province, we may not have sufficient

traffic density to pay for the entire cost of a toll road. We feel "why not have the province pay out of general revenue that portion of the cost which might be considered as a basic contribution to the road", and that we might pay what might be called the "premium aspect of the road", paying it out of these tolls. We feel, in applying this to our own particular province, it might have some merit.

Then, we recommended:

" That any facility which is subject to a toll charge shall become free when the payment of the facility has been completed, including the government contribution."

That is logical, when we consider our conclusion that tolling is just another method of collecting revenues with which to build roads.

Our next recommendation was:

" That no consideration be given to the construction, operation and maintenance of toll roads in the province by private companies."

We feel, as I have said before, that these roads must be tied in with our entire highway system, and they must remain under the control of our provincial Department of Highways.

And finally we recommended that the Committee

be re-constituted to continue its study of the application of the toll principle to divided, controlled-access highways, already constructed or partially constructed, and to consider the further application of this principle to various specific projects in parts of the province which the Committee has not had the opportunity to visit.

Gentlemen, that is, very briefly, the background of the toll road situation as we see it.

One problem we have discussed from one end of the province to the other -- and we do not know the answer to this as yet -- is that Highway No. 401, for instance, is being built, but being built very, very slowly. We wondered whether the people who live along its length would be prepared to pay a toll to ride on that road, if it were to be built at a faster rate of speed.

At the present time, neither you nor I nor anybody else in the Department of Highways can give us any estimate as to when this road may be finished, whether it will be completed in 1970, or in 1980. We all hope it will be finished before that.

We have a budget now of \$185 million, and the budget for 1957 is in course of preparation, and we have a terrific backlog of roads and structures -- I

think some 700-odd structures -- bridges and viaducts, and one thing and another, which need repairing and replacing, and we are making no impact at all on that backlog at the present time.

On the other hand, I presume in due course, if we go along as we are doing now, Highway No. 401 will be finished, but we wonder if we would not be further ahead if we tolled certain portions of it, or the whole thing, to get it done in a hurry.

These are matters upon which we would like to hear your opinions.

I think we will now concern ourselves with some general conversation. If you have any questions you would like to ask, or any briefs you may have to present, we shall be most happy to receive them, and we will answer to the best of our ability any questions you may ask.

We have found from experience that if we get into general conversation, most of the things we want to hear will come out, and we hope most of the information you wish will come out, as well.

MR. AULD: I wonder if, before we do that, I may introduce two members of the Committee who were not here at the opening. Mr. A. A. Mackenzie, the member for York North, and Mr. John Yaremko, Q.C. of

Toronto-Bellwoods, and then Mr."Don" Collins, the efficient Secretary of the Committee, and our Hansard reporter.

I notice that Mr. Erskine Johnston, the member for Carleton is here with the Warden of the County, and perhaps he would like to introduce them to the gathering, and then His Worship the Mayor of Brockville, to whom we are indebted for the use of this Council Chamber is here, but I understand he is anxious to get back to another meeting, and we might, before he leaves, have a few words from him.

MR. ERSKINE JOHNSTON, M.P.P.: Thank you, Mr. Auld.

Mr. Chairman, members of the Committee, and gentlemen: to say the least, it is a pleasure for me to join with you in this meeting today, and to bring with me our Warden, and two members of our Roads Committee.

When Mr. Auld spoke to me a few days ago in Toronto and told me there would be a meeting of this Committee this close to us, I felt that perhaps we should at least put in an appearance to show our interest in the future building of roads and maintaining them in this province. It was with that thought in mind, that I asked the members of our County Council to come

to this meeting with me.

Unfortunately, other members of the Roads Committee are engaged in other matters.

I would like to introduce to you, gentlemen, the Warden of the County, Mr. Marcel Robert, from Eastview. Mr. Robert has been a member of the Eastview Council for a number of years, and, by the way, he resides in Mr. Lavergne's riding, in Russell County.

I would also like to present Mr. Victor Major, the Reeve of Fitzroy Township, and Mr. Claude Riddell, the Reeve of Marsh Township.

We are here, gentlemen, to listen to the discussions. I might simply say that at the moment we do not feel that perhaps we can make any contribution for the reason that at the moment we have not the roads into the eastern portion of the province which could become toll roads in a few days or a few years, but we do feel that when Highway No. 401 is completed, and also the Trans-Canada Highway from Ottawa to the northwest, perhaps those living in eastern Ontario may "go along" with the idea of toll roads.

I will simply say that we can see a future great need for them, particularly from listening to the remarks made by your Chairman here today, and I think the day is coming when finances will not be available to

keep up with the road-building programme in this province, so it may, of necessity, if for no other reason lead us to toll roads in the very near future.

I am indeed happy to be with this delegation, the members of Council who are with me, and they may have something to say a little later on.

THE CHAIRMAN: Thank you, Mr. Johnston.

MR. MILLS: Mr. Chairman and members of the Committee; on behalf of the United Counties of Leeds and Grenville, I wish to welcome you here this afternoon. I think it is fortunate that we have a system of government in this country whereby, if there is any change to make in our way of life of our people, it is willing to send a Committee to talk to us, and find out what we think about things. That really applies to all departments of government, education, roads, and what have you. I do think the government should take advantage of all the facilities.

Thank you, and I welcome you again to our community this afternoon.

THE CHAIRMAN: Thank you, Mr. Mills.

MR. LANGMUIR (Mayor, Brockville): Mr. Chairman and gentlemen; I am glad to see you here today. We have problems which are not only pertinent to this community, but to practically all of the communities which border

upon or exist upon No. 2 Highway, which is perhaps not the best example of a modern highway, and I think I would be most remiss in my duty if I did not avail myself of the opportunity of speaking, even briefly, on the vital necessity of completing the eastern section of Highway No. 401, to relieve the pressure on our municipalities, which is now presently existing along No. 2 Highway.

In the past, to make my point more clearly, on the section from Elizabethtown to Brockville, our Traffic Board conducted a survey last week, on Tuesday, Wednesday and Thursday, the results of which will be filed with you, and which shows the density of traffic in this area, and shows the passage of between 1,000 and 1,200 inter-city transports a day.

In our particular locality, there are problems insofar as our downtown traffic is concerned. There is the problem of safety, as far as the children are concerned, and there is no doubt in our minds -- and I know there is none in yours -- but that sort of traffic should be considered, and a controlled-access highway should be seriously studied, and when we are confronted with representatives from the provincial House, we cannot help but solicit your support toward completing this eastern section of Highway No. 401, with a minimum

of delay.

The western, northwestern and central parts of the province have fared fairly well, but until recently the eastern end of the province has not been so fortunate -- and I hope I am speaking for all concerned down here -- so we earnestly seek your support in trying to rectify this traffic problem in eastern Ontario.

Again may I welcome you on behalf of the community, and I hope your visit will be profitable and enjoyable.

THE CHAIRMAN: Thank you, Your Worship. We had a very glaring example in connection with the transport traffic when we attempted to sleep in Kingston last night.

I happened to be close to a stop-light, and they grind down and grind up about every two minutes, so you think. You want a road for the use of them?

I also understand that Mr. Auld has arranged for the Committee to all have rooms directly on the main street in Brockville tonight.

Are there any other comments anyone would like to make?

HIS HONOUR JUDGE LEWIS: Mr. Chairman and gentlemen of the Committee, and those assembled here

today: I am the Secretary of the Brockville Planning Board, and also the Brockville and Elizabethtown Joint Planning Board.

It was felt the invitation to attend this afternoon involved a subject on which we had no basic information, and, consequently, no opinions. The weight-mile tax is entirely beyond our scope, but insofar as heavy type of transportation is concerned, and its effect upon the community, we felt we should at least be in a position to contribute something for consideration, with the result that we employed men to take a traffic count for twenty-four hours at our municipal building in Brockville. That information was reduced to writing, and I will file it with the Committee.

This shows that October 16th-17th, from eight to eight, there were 476 tractor-trailers westbound, and 421 eastbound, in that twenty-four hour period.

The second twenty-four hour period, there were 522 westbound, and 532 eastbound.

The following twenty-four hour period, there were 532 westbound, and 511 eastbound.

These figures, of course, fluctuate according to the load being built up at the distribution centres in Toronto and Montreal.

At certain hours of the day, the passage through

the community runs from 30 to 40 -- and in some cases 32 -- vehicles of the highway transport type. Of course, there are some hours with much less than that, dropping down to nine or ten. It seems to me that during the noon hours, when the drivers are having their lunches, there is less movement, but on an average there are from 35 to 40 highway transports per hour passing over the main street of Brockville.

Two years ago, the plans were prepared and a submission made to the Department of Highways describing the condition which was affecting the mercantile outlets, the entertainment centres, and also private residents who are located along the main commercial centre of Brockville. It is less than one mile long, and they have been put into different categories depending upon the use along that street.

This central point is only six-tenths miles long. In that same six-tenths miles, there are two theatres, five hotels, four banks, nine service stations, ten restaurants, 107 retail stores, 59 business offices and 227 apartments or flats over commercial premises.

In that same six-tenths miles, I assume every one of these transports stops at least twice in Brockville. With a start in low gear, and the lack of muffler facilities, there is continual noise and confusion

which is detrimental to any type of merchandising.

I have been in stores myself, and my conversation has had to be interrupted by a truck on the street starting up.

The summary of the highway traffic for the three days last week, together with a copy of the submission, I have been asked to file with the Board.

THE CHAIRMAN: We will be happy to receive it, and it will be made a part of our record.

---Whereupon the submission and tables offered by His Honour Judge Lewis, was accepted, made a part of the record, and is in words and figures as follows, to-wit:

"BROCKVILLE & ELIZABETHTOWN JOINT PLANNING BOARD

In order to acquire factual information regarding the traffic on the main street of Brockville, a traffic count was made by the Board starting at 8 A.M. Tuesday, October 16th and ending at 8 A.M. Friday, October 19th, 1956.

The count was made in 2 categories-- Inter-city Highway Transports and other traffic westbound and eastbound.

The board considers that the traffic is lower on the days selected for the count, as it covers the Wednesday half-holiday and does not include the heavy week-end traffic.

TRAFFIC COUNT - BROCKVILLE, ONT.

O C T O B E R

16 & 17

TIME	HIGHWAY TRANSPORTS		OTHER TRAFFIC	
	Westbound	Eastbound	Westbound	Eastbound
8 - 9 A.M.	22	29	270	252
9 -10	13	35	233	225
10 -11	19	26	235	256
11 -12 Noon	10	28	275	290
12 - 1	12	16	341	295
1 - 2	12	17	346	282
2 - 3	19	3	342	250
3 - 4	19	9	307	271
4 - 5	23	12	331	308
5 - 6	26	11	230	265
6 - 7	27	16	201	218
7 - 8	26	11	220	185
8 - 9	15	14	205	215
9 -10	25	15	205	190
10 -11	29	13	180	149
11 -12 Midnight	16	5	140	120
12 - 1	36	19	65	75
1 - 2	35	24	22	40
2 - 3	10	22	10	9
3 - 4	15	28	9	13
4 - 5	13	23	13	6
5 - 6	8	15	6	15
6 - 7	16	13	33	55
7 - 8	30	17	70	110
	476	421	4293	4094
WESTBOUND	476		4295	
EASTBOUND	421		4094	
TOTAL	897		8389	

TOTAL TRAFFIC

9286

TRAFFIC COUNT - BROCKVILLE, ONT.

O C T O B E R

17 & 18

TIME	HIGHWAY TRANSPORTS		OTHER TRAFFIC	
	Westbound	Eastbound	Westbound	Eastbound
8 - 9 A.M.	16	42	293	199
9 - 10	26	23	218	177
10 - 11	20	34	215	200
11 - 12 Noon	35	32	239	265
12 - 1	9	12	250	265
1 - 2	20	24	285	240
2 - 3	27	28	255	225
3 - 4	10	16	265	240
4 - 5	31	13	250	230
5 - 6	25	23	235	260
6 - 7	43	21	235	255
7 - 8	33	25	150	130
8 - 9	25	13	155	155
9 - 10	20	13	160	185
10 - 11	19	19	85	90
11 - 12 Midnight	21	10	85	85
12 - 1	30	14	103	93
1 - 2	31	19	35	28
2 - 3	21	20	19	11
3 - 4	10	21	8	0
4 - 5	15	19	9	11
5 - 6	9	18	11	16
6 - 7	19	38	52	67
7 - 8	7	35	149	221
	522	532	3761	3656
WESTBOUND	522		3761	
EASTBOUND	532		3656	
TOTAL	1054		7417	

TOTAL TRAFFIC

8471

TRAFFIC COUNT - BROCKVILLE, ONT.

O C T O B E R

18 & 19

TIME	HIGHWAY TRANSPORTS		OTHER TRAFFIC	
	Westbound	Eastbound	Westbound	Eastbound
8 - 9 A.M.	24	32	253	135
9 - 10	38	40	140	110
10 - 11	27	29	175	155
11 - 12 Noon	38	18	258	227
12 - 1	29	24	329	305
1 - 2	29	16	145	168
2 - 3	27	21	165	150
3 - 4	14	16	155	160
4 - 5	19	16	400	376
5 - 6	19	10	431	414
6 - 7	21	7	305	362
7 - 8	22	20	367	352
8 - 9	20	21	272	250
9 - 10	21	22	187	225
10 - 11	15	11	187	195
11 - 12 Midnight	37	8	150	155
12 - 1	17	20	90	95
1 - 2	27	18	30	34
2 - 3	18	31	6	12
3 - 4	21	31	12	14
4 - 5	11	24	12	9
5 - 6	12	25	10	21
6 - 7	12	26	40	53
7 - 8	14	25	215	205
	532	511	4334	4182
WESTBOUND	532		4334	
EASTBOUND	511		4182	
TOTAL	1043		8516	

TOTAL TRAFFIC

9559

DRAFT SUBMISSION TO MINISTER OF HIGHWAYS

Re: No. 2 Highway By-Pass - Brockville

Provincial Highway No. 2 passes through the Town of Brockville. The link consists of King St. from the westerly limits to the easterly limits of the town. The westerly .90 miles pass through a first-class residential district. The pavement here has a minimum width of 30 feet and parallel parking on each side causes a hold-up in two lane traffic. The central .60 miles passes through the retail, banking and commercial section. Here the pavement has a minimum width of 38 feet. The easterly .72 miles passes through a first-class residential section in which is located the majority of Brockville's finest homes. Here the pavement has a minimum width of 30 feet 8 inches, and causes traffic delays when vehicles are parked on both sides opposite each other.

Due to the manner of the development of the community from 1850 to 1880, the only thoroughfare used for business purposes was King Street. Within the central section of .60 miles there are 2 theatres, 5 hotels, 4 banks, 9 service stations, 10 restaurants, 107 retail stores, 59 business

offices, and 227 apartments or flats over commercial premises.

On the streets north and south of King Street there are only 12 retail establishments, all adjacent to King Street. On Court House Avenue, which is now the junction of Highway No. 29 and Highway No. 42 with Highway No. 2, there are 4 office buildings, one Bank and the Post Office. The entire business of the town is concentrated on King St. in six-tenths of a mile.

As a result of this concentration of local business on one street, and the local traffic upon which it depends, and the injection of No. 2 Highway "Through Traffic", the King Street artery cannot handle the flow.

There are no streets parallel to King Street which could be used as alternative routes. The original plan of the town provided for two entrances, one only at the west and one only at the east. Diversion of traffic within the limits of the town is impossible as it necessitates the use of narrow side streets with narrow throats. None of the streets parallel to King Street extend in an uninterrupted course throughout the length of the community. This appears clearly on

Provincial Highway Plan F 3021. The only solution of this traffic problem in King Street appears to be a Provincial Highway By-Pass.

Limited access Highway No. 401 is proposed to be constructed from present Highway No. 2 - 2.63 miles west of the westerly town limits in a north-easterly direction to a point south of and close to the 2nd Concession Road at No. 29 Highway, thence continuing easterly parallel to 2nd Concession Road to Prescott. It is appreciated that there are many sections of No. 401 Highway which should, due to volume of Highway traffic, be given priority of construction. Nevertheless, it is submitted that there is no other section where such a great volume of local traffic and highway traffic is confined to a more restricted thoroughfare than through the town of Brockville.

Therefore the immediate construction of the section of provincial Highway No. 401 from No. 2 Highway 2.63 miles west of Brockville to the junction of Highway No. 29 north of Brockville, a distance of 3.78 miles, will provide the only possible route for diversion of through traffic. This diversion route east from the junction of Highway No. 401 and Highway No. 29 would continue

along the 2nd Concession Road as far east as the Township Road between Lots 2 and 3 of Elizabethtown. This diversion route would then proceed southerly on the Township Road to No. 2 Highway forming a junction 1.17 miles east of Brockville.

The 2nd Concession is designated as a service road to Highway No. 401. Therefore its improvement now to carry through highway traffic will not be wasted. The Township Road is contemplated as a means of crossing Highway No. 401 east of Brockville and its improvement now will not be wasted.

The result of this extension of the highway system in the environs of Brockville, will permit through traffic to pass from a point 2.63 miles west of Brockville to a point 1.17 miles east of Brockville without contact with built-up areas of the township at both fringes of Brockville, the factory traffic at Phillips Electrical Works, the school crossings in King St. West, four traffic lights in the business section, and the heavy hill in King Street East. The mileage would be increased by 1.77 miles, and in elapsed time it is estimated there would be a gain of 15 minutes during business hours of the town of Brockville.

The improvement of the 2nd Concession a distance of 2.68 miles requires no structures. There will be a level crossing at the C.P.R. branch line north of Brockville. There are six regular trains per day and no shunting at this point. The improvement of the Township Road between Lots 2 and 3, a distance of 1.21 miles requires no structures. There is now a level crossing at the Canadian National Main Line (2 tracks) but this is similar to the level crossing on Highway No. 16, east of Prescott.

The opening of the new right-of-way of Highway No. 401 from Highway No. 2 to Highway No. 29 would require, at the present time, only one structure, that is to provide a crossing of Canadian National Railway Main line (2 tracks) immediately west of Manitoba yard. The tracks are blocked there occasionally by trains waiting to enter the yard. The turn off from Highway No. 2 at Lot 26 (D M.4395) could be used in the same manner as the turn off at Long Beach is used now.

The crossing at Lyn Road (D M 4394) could be a level crossing now. Visibility from all directions is good, and as Lyn Road is an overpass on the plan, the structure could be erected at a

later date without interfering with the flow of traffic.

The clover leaf underpass of Highway No. 401 at Highway No. 29, need not be constructed at the present time. The roadways ultimately required for the cloverleaf, west of Highway No. 29, could be constructed now and serve as the junction with Highway No. 29. Therefore, anything built now would not be wasted. Anything required to be built at a later date would not interfere with present grading of the right-of-way. Ultimately the structures provided for in the plan of the Highway could be erected without interference from traffic and without destroying anything that is constructed at this time."

Further to your remarks in regard to toll roads, and sections of Highway No. 401 being used as a toll road: the citizens, I feel personally, are firmly convinced that relief must be obtained for our commercial centre by diverting major portions of the highway traffic.

If, on the other hand, Highway No. 401 was made a toll road, I feel the experience of the highway transport industry has been such that the tolls over those roads were so high that it would pay them to use

the former No. 2 Highway, and we would be defeating our own purpose in even thinking of recommending a toll road.

The weight-mile tax, if it were put into effect, they would then use the easiest means of transport.

It seems to us, however, that our chief concern -- whether this is the proper forum, I doubt very much -- is to urge upon the Department of Highways the immediate completion -- whether it has anything to do with the completion of Highway No. 401 or not -- of the link in Highway No. 401 from Long Beach, five miles west of Brockville, where the plan is to divert Highway No. 401 to the north, to the easterly limits of the town of Brockville.

The next four miles has also been contracted and graded. This will not serve any useful purpose until this link from Long Beach to meet it is constructed, and if that is done immediately, the traffic would be relieved of this highway congestion through our commercial area.

THE CHAIRMAN: The last information we were able to obtain is as to what is to be done on Highway No. 401 in 1957 reaching from Brockville west to Highway No. 2, a distance of 6.5 miles, 6.3 miles to be

awarded October 31st, 1956.

I think Mr. Auld has the complete story from the information we have been able to gather, and when we might expect some of these things to be done under the present plan.

Would you like to expand on that a moment, Mr. Auld?

MR. AULD: Gentlemen; Highway No. 401 in its entirety, from Windsor to the Quebec border, is 515 miles long.

Taking it from the portion just west of Kingston which is presently under construction and is scheduled for completion this year, although it will only run from approximately Cataraqui to about Kingston Mills. That is under construction and is nearing completion.

The point over the "scenic highway" as we call it, east of Gananoque, and west to join up with a portion of the Kingston by-pass; the contracts have been called and construction is under way.

As you know, the south lane of the scenic highway has been paved for many years, but, as the Chairman pointed out, the calling for tenders for the work from the North Augusta Road to Crystal Beach, was planned for this year. Whether it will be called

this fall or next spring, I cannot say.

From Maitland to Prescott; that also is to be called either this fall or next spring, that is, to Edward Street in Prescott, where the present by-pass leads to Highway No. 16.

Broadly speaking, the Department expects to complete from west of Kingston to east of Prescott -- or have that under construction -- within the next six or eight months. When it will be completed depends on many things. It would probably be safe to say it would take three years before you are actually driving on it.

From Iroquois to the Quebec border, around Cornwall; the plan is for the south lane only to be paved, on account of the re-locating of Highway No. 2, which will carry a greatdeal more traffic than the present Highway No. 2 will, due to the fact that it is straighter and level.

That is, roughly, the situation in the way of progress.

However, as the Chairman has pointed out, we have been able to obtain no information whatsoever as to when Belleville and Kingston will be connected, nor Trenton and Newcastle, nor Woodstock through Chatham to Tilbury, and various other sections.

Adding it up in rough figures, I think about one-third will be completed in another two years, and the remaining two-thirds will depend on funds available.

THE CHAIRMAN: I think the big effort is being made to get the by-passes around the centres of population.

MR. FULFORD: There is one thing in connection with discussing Highway No. 401 as a four-lane highway, which has not been touched upon as yet. It is not an access highway today. We are not considering the Queen Elizabeth Way, but Mr. Auld said they were contemplating getting this work started within four or six months.

It was just twenty years ago that the one which has been recently discussed, Highway No. 401 from Long Beach to Gananoque ^{to be} was built and paved, but today only one side of it is paved.

I have nothing prepared, but I think I can speak for most of those who live in this section of the province when I say that what we want, and how we get it, is up to the government of Ontario -- the Department of Highways.

What we want are better and safer roads than we have now. We have heard His Honour Judge Lewis, who has submitted his brief, and we have heard others,

but the most pressing need, in our opinion, is good, safe, trunk roads, leading through our communities in eastern Ontario.

Just two or three days ago, I read a very comprehensive article in the Saturday Evening Post about the future of toll roads in the United States, and it seems that the death knell has been tolled for toll roads in the United States. We know we are not governed by what they do in the United States, but if a toll road is a solution, let us have a toll road, and let us have all information about it. For the safety of our friends, ourselves, or every mother, in fact, everyone, especially our children, let us "get going" and draw up a policy of what will happen, and not have us wait another twenty years to pave a road which was designated twenty years ago.

MR. AULD: Mr. Chairman, I cannot help but say after hearing my friend, George Fulford speak, that the "death knell" here has been due directly to the lack of a Federal aid programme.

MR. FULFORD: I know that very well. You did not expect me to bring that out, did you?

THE CHAIRMAN: Thank you, Mr. Fulford.

MR. AULD: One of the things in which I think this Committee is particularly interested this afternoon,

and one of the things which most, if not all of the people who have come to this hearing are interested in, is the question of where the money is coming from.

I think every municipal representative here can think of many ways, and many real problems in their own respective municipalities, for which they cannot at present find the money.

One of the things we have heard in every place, both from township representatives and city representatives, is along the line that if the road is built as a toll road, it will relieve certain highway revenues for other purposes, and it might be interesting to learn -- since it is fairly obvious that Highway No. 401 will be constructed as a free road -- if there would be any use in building a parallel toll road.

Highway No. 401, when completed, will carry the estimated traffic throughout most of its length for many years to come.

It would be interesting to hear, either the personal views, or the views of the bodies which are represented by people here this afternoon, as to what their reaction would be to Highway No. 401 being tolled and completed in a relatively short time. Because, certainly, once you go into figures, it is fairly obvious it will be some years with the present sources

of revenue before Highway No. 401 is completed, and, as Mr. Root said this morning, the cost of five miles of Highway No. 401 would hard-top every county road in his riding.

I think those are all things which have to be considered.

HIS WORSHIP MAYOR WALKER: Mr. Chairman and members of the Committee; first of all, I would like to apologize for the lack of representation here from Gananoque. Please do not interpret that as a lack of interest, because it is difficult for citizens to come this distance in the day time. It simply means taking the afternoon off.

However, I have spoken to a cross-section of our people. We had a special Council meeting to discuss this problem, and the brief which I will present is not only my opinion, but the unanimous opinion of our County Council, and I believe the opinions of the citizens generally in our town.

If you will permit me, I will read this brief. It is not very long.

THE CHAIRMAN: We will be happy to receive it.

HIS WORSHIP MAYOR WALKER: (Reading):

"Gentlemen:

I have pleasure in presenting the following

points in regard to certain questions under consideration by this Committee.

I have reason to believe that the opinions and suggestions stated in this brief are the unanimous opinion of our Town Council, and as far as I can judge is also the general opinion held by a large proportion of the citizens of Gananoque.

We in Gananoque believe that:

1. Eastern Ontario has not been getting its fair share of good highways as compared with other points of Ontario.
2. The future economic expansion and prosperity of Eastern Ontario is dependent in large part on the immediate provision and construction of adequate highways connecting this area to the heavily populated areas in Ontario and Quebec.
3. The present highway No. 2 connecting the two largest and most prosperous areas in Canada, the Montreal area and the Toronto area is completely inadequate. The circulation of traffic on this main artery connecting our two largest cities is choked by no less than 40 towns, cities and villages which lie astride it. To travel this road is to experience a most

unpleasant and dangerous ordeal. I believe it can be said without exaggeration that this narrow, dangerous, inadequate highway is a disgrace to the people of Ontario.

4. It was the unanimous expression of the opinion of Town Council of Gananoque that the rapid construction of a modern highway connecting Gananoque and area with Toronto, Montreal and other heavily populated areas is imperative.

5. We and the citizens generally realize that high cost of a modern highways is one reason that the construction of 401 has dragged out over the past 20 years.

6. If the introduction of a system of toll roads would speed up our highway construction we feel that this method should be adopted and proceeded with without further delay, but with certain considerations as follows:

(a) Where a toll road is constructed there should be a parallel existing freeway.

(b) That the present scenic highway abetween Gananoque and Brockville should be developed and preserved as a free parkway. It appears apparent that this road does not lend itself as a controlled access highway

with its many existing picnic and observation areas. As this highway is noted for its scenic beauty we feel that it would not be in the interests of tourist promotion in Canada to attempt to turn it into a toll expressway.

- (c) It is, therefore suggested that a new toll expressway be constructed to cut off at Gananoque and proceed say north of No. 2 Highway and connect with the by-pass running north of Brockville.

7. We suggest to you that the fair and logical manner in which to finance existing and future expressways is by the motorist who uses it.

8. It is suggested that some consideration be given to tax in gasoline collected from motorists using toll roads. We feel that there would be an injustice in collecting full toll road fares as well as full tax on gasoline. Some financial consideration should be given possibly in the form of a subsidy by the province to the toll road authority, so that taxes collected by the province will be reflected in a comparable reduction in rate of tolls to be charged.

9. With respect to taxation on heavy transports

and trucks I feel that charge or taxation imposed should be in relation to the wear and tear that such vehicles cause to our highways.

10. It would appear that - The imposition of weight-mile charge would be the fairest and most practical.

11. It appears that the major contribution to the wear and tear on our highway is by the heavy trucks and transports which pound over our roads in ever increasing numbers. It is unfair to expect the taxpayers of a municipality to bear the cost of reconstruction. of highways made necessary by heavy through truck and transport traffic. We believe that consideration by the provincial government should be given to increasing grants for maintenance and reconstruction of provincial highways within municipalities. We suggest that increased grants should be based on the volume of heavy transport traffic passing through a municipality."

No doubt you gentlemen have heard of the scenic highway. I think any municipal authority should have greater grants. However, I think there should be a sliding scale where grants are governed by the amount of through traffic which goes through the town.

At the present time, on No. 2 Highway, in the last comparatively short period of time, there has been very little truck transportation on the highways which run north.

Gentlemen, this brief is respectfully submitted for your consideration. It is hoped that it may contribute to assist you to assess public opinion in regard to toll roads and also adequate taxation on trucks.

It is the expressed hope of the Town Council of Gananoque and the people of our town generally that your Committee will bring in an early report to the Provincial Legislature, and that action will be taken without further delay to ensure that modern and adequate highways will be constructed to finally join up eastern Ontario with the more heavily populated areas of Ontario and Quebec.

THE CHAIRMAN: Thank you very much, Your Worship.

Is there any point in this submission upon which any member of the Committee would like to comment?

MR. YAREMKO, Q.C.: I think that is an excellent brief, and gives an excellent expression of opinion both officially, and on behalf of the citizens.

The only comment I would like to make is in regard to the fairness of distribution of highways in

the province of Ontario, which is always a relative question.

We, in the Metropolitan area of Toronto, feel that visitors coming into our province are under the impression that we are having all the highways built in that area, and that we are getting far more than in eastern Ontario.

But, if you were to consider it in a relative way, the people in the Metropolitan area feel they are far short of their requirements, and in that area you could, as I have said on previous occasions, build a highway from anywhere to anywhere, between any two places in the Metropolitan area, even build an expressway, and in a very short time it will be overcrowded.

Anybody who has been on the Toronto by-pass on a Sunday night, where there are traffic jams three or four miles long, with cars reaching back as far as the eye can see, will appreciate the need for highways in our Metropolitan area. I think the Toronto by-pass now carries something like 88,000 cars per day, and for that reason I have fore-sworn Highways No. 400 and 401, and travel on a township road, which is only twenty feet wide, simply for the sake of safety, and I think the distribution of highways has been fairly good in proportion to the needs of an area.

But the problem is one which concerns every one of us. We need extra dollars in the Metropolitan area as much as they need them in northwestern Ontario, northern Ontario, and eastern Ontario. The problem is where will we get the extra money to fulfill all the needs of all the areas?

HIS WORSHIP MAYOR WALKER: I believe I made it clear in my brief that all the citizens of Gananoque are in favour of toll roads. We feel that is the only logical way of financing them. Of course, we would like to have a free road there. That would be wonderful. But it is obvious we are the people who will pay for them, in a large part.

However, we realize if this will mean a lag of ten or fourteen years, then, by all means, let us have a toll road, and get onto the road.

We are not enjoying the prosperity we should, and will not until we get proper highways in this area.

Regarding the remarks about the congestion of traffic down there; if we had a good road, we might draw off some of the congestion from your people.

THE CHAIRMAN: You would be interested in some of the opinions we have received in the United States as to the location of industry on these roads, not so much a toll road, but a four-lane, access highway, which permits

industry to spread; not only as a means of travel, but a means of getting to the markets, because they can move their goods so quickly back and forth.

Even our own Highways Department agrees that industries have followed Highway No. 401 east of Toronto to Oshawa.

Even along the Queen Elizabeth Way, you can see where industry has spread, and it is starting now to spread northerly, on Highway No. 400.

We must and should consider those things, and how we can apply the principle to other portions of the province.

MR. DAILEY: (Brockville Chamber of Commerce): This may come as a shock to you, but all the Chambers of Commerce give full support to by-passing communities because we can imagine that during the course of your hearings, you have been confronted with retail merchants who have been worried about the great loss or damage they will experience if a by-pass is built.

I want to go on record as saying that we fully support toll roads. We think you have picked on a very good time for securing the feelings of the people along the waterfront.

The merchants feel these by-passes will not take all the travel, and they are almost unanimous in

their realization of the urgency of it, and think it should be constructed as quickly as possible.

I imagine, with the others, we have not made a thorough study of it, but I agree with His Worship, the Mayor of Gananoque, that if that is the solution, we should have it.

We, in eastern Ontario, feel that we have been neglected in connection with highways, and I would like to suggest to this Committee that it forward to the Department of Highways, the finding of this group here today, that instead of calling for tenders next spring, they should call for them this fall, and if you make that section of the road from Kingston as far east as you choose to go, a toll road for experimental purposes only, you will soon see you will get quite a bit of information as to the desire of motorists to use that road, and you will move a great many people into eastern Ontario from other parts of the province.

HIS HONOUR JUDGE LEWIS: Mr. Chairman, may I say a word about the possibility of increasing the gasoline tax? Nobody has spoken of it as yet.

Last summer, I think some motorists in the United Kingdom made a study of this. You may have the figures. I understand the gasoline tax is 100 percent. of the gallonage price. They are suffering there

perhaps a worse condition with regard to communities through which their main highways formerly cut, than we are in Ontario.

They have by-passed their communities, every one they possibly could, and they are planning it on a wider scope, and plan to do it everywhere. They are doing it through a higher license when buying their cars, and, as I say, practically a 100 percent. gasoline tax.

The people of Ontario have seen the prices of their automobiles in the last twenty years go from \$1,500. for a first-class five-passenger sedan, to \$4,000. and \$4,200, but they are still making and selling more sedans. Surely these people can accept a higher ~~per~~ gallonage tax for the use of those expensive cars on good highways without any worry to them at all.

Indirectly, the extra cost on the gallon might prevent some of these dangerous vehicles from being used by irresponsible people on the highways from time to time, and which are the causes of many of our accidents.

Anybody can scrape up \$1.00 to put some gasoline in a tank, and go off on a "joy ride", but if he had to scrape up \$2.00, he might not take so many "joy rides", and that would add to the safety of everybody.

I do not see why that should not be an important consideration.

THE CHAIRMAN: Perhaps some member of the Committee would like to comment on that. We are giving it a great deal of thought.

HIS HONOUR JUDGE LEWIS: I do not think it would be popular.

THE CHAIRMAN: From our investigations to date, we have found that increasing the gasoline tax is the easiest way of increasing our revenues, because every penny will go into the coffers and the collection costs will not increase, because the machinery is there, but would we find equity there?

It has been pointed out to us -- and I think we accept it -- as to where the gasoline tax falls. If we increase the gasoline tax, the greater percentage will fall on the light passenger motor vehicle, and that is why we are considering the weight-mile tax as an alternative. It may be that the administration difficulties connected with the weight-mile tax will make it impracticable.

We have learned that two states in the United States are experimenting with two gasoline taxes, one for commercial vehicles, and a tax for private passenger vehicles. We are obtaining information from them as to how that works out, and what their administration difficulties are, and also the theory which is behind it.

Naturally the easiest way to raise more revenue is simply to raise the gasoline tax, and we are considering that.

MR. HAY: Mr. Chairman and gentlemen; may I say a word on behalf of the town of Prescott? I do not know very much about toll roads. I think it needs more study. We have not brought it up in Council, but we have heard His Worship the Mayor of Prescott speak about transports, and when they go through Prescott, they go through the entire business section, and ^{then} they have to make a turn on account of a little subway. Incidentally, very frequently you will see a transport missing the turn and hitting the subway, and tearing the top off of his vehicle.

Then they have to go up a steep hill through the residential section, back to the by-pass. You know what that means?

We are very anxious to have the contract let for this section, that is, the section from Long Beach to the west end of town, and we want to get that section down to Prescott. We are anxious to get that part done, so that the traffic can be diverted, because the traffic jams are terrific, and we cannot do too much about it.

This turning makes it worse, because these

transports -- thousands of them -- have to swing onto the other road, and it is very essential, we feel, that as soon as possible this section of the road be completed, from Long Beach right through to Prescott, because the way it is, it is of no use at all.

We would be happy to see the contract let this fall, so we could hope for some relief within the next year or two.

May I ask a question?

THE CHAIRMAN: Certainly, Mr. Hay.

MR. HAY: If this road No. 401 be a toll road, would the transports be forced to go on and pay the toll, or would they split it, and half of them use the old Highway No. 2?

Our main concern is to get the transports on Highway No. 401, but if we cannot make them go on it, I do not think we have the answer to the problem.

THE CHAIRMAN: I would think that the transports would be happy to do what they have to do to go through your town, because the cost of making two stops, going up a hill, and so forth, is considerable, when you consider the wear and tear on the engine, the tires, the cars' mechanism, the gasoline consumption and so on.

We may as well face the facts; -- there is no

point in dodging them -- on some toll roads in the United States, they have had what amounted to practically a boycott of the toll road by the commercial vehicles, which has risen in this fashion; that in some cases, the passenger traffic has flocked onto the toll road, leaving the freeway a very comfortable road upon which the truck transports may drive.

In addition to that, you have the problem here of the local trucking as well. A great many of your industrial towns here are served by the trucking industry, and a truck which leaves, say, Kingston, and drops off all the way down, would probably not use the thruway, be it free or be it tolled.

That is a big problem in the administration of toll roads, to see that your trucking industry uses them, because we might as well face this fact, too, that the trucking industry will carry the major portion of the cost of these toll roads.

That may not be true, if you get it in a place like New Jersey, where the concentration of traffic is so terrific that you have a large number of people who carry a large percentage of the costs, which is unlike the Pennsylvania Turnpike, which is dependent upon the trucking industry, and, likewise, the Ohio Turnpike.

MR. REYNOLDS: Is there any comparison between the weight-mile tax, with respect to, say, an 18-ton vehicle, as compared against the tax on diesels?

THE CHAIRMAN: I do not think we have those figures. We passed some legislation at the last Session providing for taxation of fuels other than gasoline, and I believe a good deal of study is being given to that problem now, in order to produce a tax which will be approximately equivalent. In other words, you cannot avoid taxation by using diesel engines.

MR. AULD: That is an interesting point Mr. Reynolds has raised.

In Toronto, the Mercedes Benz people prevailed upon five taxicab operators to use diesel vehicles last fall. There are now thirty-five of them.

While I would not vouch for the complete calculation, I was in Toronto last week, and I asked one of the drivers what he thought about diesel vehicles, and he said he wanted to get one, as a friend of his told him his fare had come to \$114.00, and his fuel cost was \$2.40 for the entire trip.

If you can get results like that, it is getting pretty close to the time when there has to be some change.

THE CHAIRMAN: I think that is something which

is in people's minds, that that situation will come about.

MR. AULD: That is the change which is taking place in this country over the years. On the basis of a national gasoline tax, it is shown that an increase in the gasoline tax would be borne 90 percent. by the passenger vehicle operators, and, further than that, the cost to the average passenger-car driver is about 25 cents per ton-mile to drive his car, and it costs a 30-ton truck operator about 5 cents per ton-mile.

That would bring up the question of whether the gasoline tax should be increased. Of course, as far as the registration fee is concerned; if you have a higher registration fee, you charge a man the same whether he drives one mile or 5,000 miles.

I think that tax was changed in the last Session.

THE CHAIRMAN: It is now the same as the gasoline tax, 11 cents per gallon.

MR. AULD: If our motor vehicle operators must show a return of how much is purchased, and the people at the pumps must submit a return showing what they sold, and to whom --

MR. HAY: I am a member of the Council of Augusta, and also a member of the Chamber of Commerce at Prescott.

Has the Committee found evidence to suggest that there are any contracting companies building the roads we want in Ontario?

I say that, because there appears to be, I think, what we might call a "lack of wish to finish a job". That concerns the highway work I have seen around here. They do not seem to depend on the weather. There is a considerable time lag between the time of letting the contract, and the time we drive on the road.

I wonder if you have discovered that the Department of Highways is considering the unrelated work of the contractors, before they add more to it?

THE CHAIRMAN: We will start at the beginning.

MR. HAY: Perhaps I asked too many questions at once.

THE CHAIRMAN: Very seldom do we get questions we have not had before.

When we were on the New York Thruway last year, we asked if there were enough contractors. We did not know. But the same question occurred to us, and we said, "How do you build this amount of highway in a short time? Where do the engineers come from?" And Mr..Tollamy said , "We did not really concern ourselves too much about that; we called for tenders for a very large piece of work, and the contractors turned up and

took the tenders, and we had them from Ohio, New Jersey, Connecticut, even Ontario, and from a great number of surrounding States. They moved in and did the job."

I think -- and I am no contractor -- but it occurs to me that it must be a great deal easier to plan and build a couple of hundred miles of road, than to build ten miles here and then skip a few miles, and then build some more.

Another thing is that Mr. Collins, the Secretary of the Committee, who is on the executive staff of the hon. Prime Minister, tells me that when a contractor bids or tenders on a big job, there is inserted in the contract, a penalty clause, that he must complete the job in a specified time, and that to a certain extent overcomes the situation you mention, and which is obvious to all the people of the province. There does seem to be a certain lack of thrust in completing the work.

MR. HAY: On this section just west of Brockville, for weeks not a thing was done on it. There may not be a penalty clause in that contract. I am only an observer, but it looks that when a man gets a contract, he can take his own sweet time finishing it.

THE CHAIRMAN: That is not so now, although it may have been in the past.

MR. AULD: It was not so long ago that the Department felt they had sufficient work on hand, but they only received one or two tenders for the job.

MR. COLLINS (Secretary): I think the tendency now is to apply themselves to the work at hand, and get it finished, so they can go on to other work. They are more inclined to use more of their equipment, and do the work in hand; otherwise, they could spread it very thin over a number of jobs, and take on more work than they should.

MR. HAY: In listening to Mr. Auld's suggestion as to the possible date on which a contract might be let, I did not notice anything about this section of highway from Highway No. 16 to Iroquois.

MR. AULD: I have no information on that. To be quite honest, I have been more concerned with my own bailiwick.

Mr. Cass could not be here today, but he expects to attend the hearing tomorrow at Cornwall, and he may have some information on that. I am afraid I do not have any.

MR. G. R. BROWN (Cardinal): Mr. Chairman and gentlemen; I am interested in our own community. I was given reason to believe that Highway No. 401 could not be completed in two or three years. That is something

with which we are concerned at Cardinal.

Our town is small, but we are divided into two parts, the south and the north, and these are divided by a canal, with Highway No. 2 running alongside of it.

Through our business section -- the original part of it -- it is densely populated, with a bridge across the canal, and that has been going on for years, because the additional traffic on No. 2 Highway is becoming greater, both commercial and tourist, as we have some projects to the west of us, and the Seaway to the east. Sometimes, when people want to go over the bridge, they have to wait as long as twenty minutes. That seems almost unbelievable for a little town of 2,000 population, but that is the case.

I have not discussed this too much with the people in Council. We have not had a meeting. But I have discussed it with two or three people, and they say the main thing is getting another highway down there, because in Cardinal, we have four lanes going through the town, where the canal parallels the highway.

A great number of people live north of the highway, particularly our younger people, mostly school children, and they have to cross Highway No. 2, and we have no control over the traffic, and both vehicles and

pedestrians must run just like a bunch of cattle to get across that highway.

Last year, we had four fatalities in that limited area, therefore, our people are quite concerned over Highway No. 401, and I was quite disappointed to hear the other day that Highway No. 401 was not going to be completed for another two or three years.

After all, how are we going to progress if we do not have some highways running through our municipalities, and traffic encouraged to use them? I do not know the solution.

But the people in my municipality feel they want some relief on Highway No. 2, so they can get access to it more easily. We should have controlled-access roads, and so on, as we have too much traffic through the town, and we require some relief. We have the school children to look after. It is true we have two policemen, but they cannot be there twenty-four hours a day.

I do not know what the solution will be, but we certainly need more highways in that section. I do hope you will not forget the section around Cardinal.

MR. YAREMKO, Q.C.: You know that members of the Committee have had before them this particular map which is in front of me now, and actually it has

been on our desks very often during the course of our meetings this year, but I think perhaps we may well have shown this map to all the groups with whom we have met. I do not believe we did.

I might hold it up so you can see it. This (indicating) is what we have been contemplating recently, and this (indicating) is Highway No. 401.

Now, Highway No. 401 -- the projected plan -- as you can see, the parts are in different colours which have various significances. It starts at Windsor, and ends up at the Quebec border, and the problem in Cardinal exists, I believe, in very many parts along the whole of Highway No. 401, indeed, the area we are discussing this afternoon, that is, from Brockville to Prescott, which has taken up a great deal of our discussion, and you can see that ⁱⁿ this area similar conditions exist along the whole of Highway No. 401.

The more I look at this map,,the more I feel we should be bold about it, and do, as the citizens of Gananoque have stated, take hold of Highway No.401 and build it right across, so the people of Cardinal and Prescott, and all down east, and the people of Woodstock and Kitchener, and London, will be in a better position.

MR. AULD: This (indicating) is a map of Ontario.

This (indicating) is about 20 percent. There is another 80 percent. farther up here (indicating). We were up there (indicating) where they have to drive 450 miles from Fort Francis to Atikokan, and by road the total distance would be 87 miles. They feel very strongly up there, too.

MR. BROWN: I think somebody mentioned raising the gasoline tax. I think that is a good idea. I travelled this year through Quebec province to the Maritimes, and I had a lovely trip and enjoyed it, and I had to pay, I think at one place, 55 cents a gallon for gasoline. I did not mind that a bit.

I think a raise in the gasoline tax would help out the problem, and help the people generally, and I am, generally, in favour of it.

MR. ROOT: In listening to the representations for more roads down here, and the eloquent speech Mr. Yaremko has made, I think it would be only fair to point out that if we completed Highway No. 401, we will have wiped out \$200 million of backlog work before the Department now, but there will still be \$750 million of backlog, even after Highway No. 401 is completed. That is not in eastern Ontario, nor in Toronto, nor at the Head of the Lakes; it is in my riding. I have driven over gravel roads which were taken over as King's

Highways in 1937, and they are still gravelled. It is all over the province. There is a backlog of \$905 million, and there are 720 bridges to be re-built. To complete Highway No. 401, which you want, and spend another \$50 million to service the Queen Elizabeth Way, what will you have left for existing highways?

Unless we increase our spending, that backlog will increase in another ten years by another \$360 million. So if we complete Highway No. 401, and do not go any further than that, we have gained very little.

That is why I feel, as I think most of the Committee feel, that we must increase our sources of revenue.

His Worship the Mayor of Gananoque has suggested an increase. Is he suggesting that truck licenses should be reduced to a nominal figure, and then instal the weight-mile tax?

HIS WORSHIP MAYOR WALKER (Gananoque): I would leave the tax as it is. I think some solution should be worked out, if it can be, whereby the trucks will pay a proper proportion for the wear and tear on our highways.

It may be that we should charge a nominal license fee, and make them pay far more by means of the weight-mile tax. I do not care how it is done,

but they should pay a fair share.

The railways have to pay for their rights-of-way; why should not the trucks pay the full "shot" on the highways?

While I am on my feet, may I say that I am a little worried about an increase in the cost of gasoline. I must take the opposite viewpoint. I think it will be very, very unpopular with the people.

I would suggest that the first step should be that the trucks should be made to pay their fair share.

Secondly, there is the possibility of installing a system of toll roads, but we still have the third alternative, that is, considering increases in general taxation.

THE CHAIRMAN: Thank you, Your Worship.

MR. FULFORD: I think the purpose of this Committee is to consider whether toll roads are acceptable, but I think the gist of it is that we want the road, and if it has to be tolled, we will gladly put up with it. I think this district will warrant a toll road.

I understand there is a minimum which, if you get below, it does not pay to put a toll road in. I think the State of Maine is a glorious example of that, because they have had nothing but headaches since they put in a toll road.

May I ask if a road can be built faster, of the quality of the present Highway No. 401, a limited-access highway, if it were built as a toll road, but if that was not feasible, and if the feasibility report showed it was not feasible to put in a toll road, could not a good two-lane highway be built, on the standards of the Trans-Canada Highway, which would be an improvement over what we have.

THE CHAIRMAN: I think there is sufficient traffic on this road from one end to the other to warrant further investigation as far as tolls are concerned.

As I have said earlier, there are so many factors entering into it, that I think this Committee is not equipped to say that a toll road would or would not be successful, but we are in the position of saying it is worthy of further investigation.

You can find portions of this road which do not have sufficient traffic. I think that is true of any major toll road anywhere; in other words, you have some high traffic-density areas, which balance out some low traffic-density areas, but it gives you an over-all road which will support itself. I think that is true.

I think the lowest density traffic is in the eastern portion. In the western part of the province,

the density was fairly heavy between Windsor and Toronto, down through the Hamilton area. The industrial area then soars to phenomenal heights down to Oshawa, then it tends to slacken off as we go further east.

But, in the over-all question, there is ample evidence to warrant further investigation.

MR. FULFORD: I think anybody who has used a toll road would be in favour of paying a toll, if it was not too high. Much of the toll is saved by the elimination of stop streets, traffic lights and that sort of thing.

THE CHAIRMAN: It would be interesting to know what it costs a truck going through some of these towns, because there may be a saving by taking a toll road, if the truck has to make a couple of stops, at stop streets or stop lights, and go up a couple of hills, I think they will find the cost will far exceed the toll.

MR. FULFORD: On a toll road, you can charge a truck on a ton-mile basis.

THE CHAIRMAN: You can, if you feel so inclined.

MR. LEEDER (Reeve, Mallorytown): I think we are fortunate in having this Committee here today. I think the chief concern of this Committee is to ascertain if we would like to see this road finished as soon as possible, and I would like to move a resolution

that we endorse the recommendation of the Select Committee in regard to toll roads.

MR. BROWN:(Cardinal): I have pleasure in seconding that, Mr. Chairman.

MR. ROOT: There is one thing, Mr. Chairman, before you put the motion: there is one thing I would like to say with regard to the gasoline tax.

It has been brought to our attention that the heavier the unit, the greater the inequity. There is a further inequity in that the lower the standard of road, the higher is the consumption of gas. You are paying more for the use of that poor road than a man pays for the use of a superhighway, where there are no stop signs, and the grades are all cut down.

There is another advantage in toll roads, and it is in regard to the highway standards.

We were told by the New York Thruway Authority that a trucking company operating out of Albany had such a good accident record that its insurance premiums saved equalled the amount of the toll. This company operates, I understand, 150 trucks. We think if anything is to be tolled, it should be roads of that type.

MR. REYNOLDS: With regard to the brief submitted by His Worship, the Mayor of Gananoque: I suppose you came down via the scenic highway?

THE CHAIRMAN: Yes, Mr. Reynolds.

MR. REYNOLDS: A few of us would not like to see that highway paved at all. We think that would be a mistake, because the new highway will go north of that.

You have a controlled-access highway there which is absolutely useful. That road has one Federal park on it, one provincial park, and the entrance to the International Bridge.

You have a controlled-access which means that people from Brockville, or anywhere around here, cannot have access to that road at the present time. The ones who should have access to that highway are the ones who were lucky enough to be on it at the beginning.

You made it an access highway, which means you cannot get onto the highway, and then you have your provincial park, and you might have 110 cottages on that 25-mile stretch of highway.

Now, these trucks come down that highway. People along the highway made their living out of tourists, but with these trucks, this summer, people cannot sleep, and you can hear the whirring of their gears.

People who go to a resort never come back after one day. There does not seem to be any law

compelling mufflers on trucks, as there is for passenger cars. You can hear them clear into town as they come along.

There are many lookouts on that highway, as you saw coming down today, and that does not lend itself to a controlled-access highway.

Had I known that briefs were to be presented, I would have prepared one. These huge trucks are permitted to park there, and while I think the Ontario Department of Highways will not allow advertising on the road -- and that is very good -- at the same time, they allow these huge transports to park there, with great big signs on them, and if the drivers are tired, they take a picnic table and sleep on it. I think the trucking companies should provide places where their men can sleep, a decent place, with showers in it, and so forth, but all they are doing now is destroying the scenic beauty of the road.

If I may be permitted, I would like to prepare a brief, and file it, through Mr. Auld.

THE CHAIRMAN: You believe that the scenic highway should be removed from the transportation system entirely, and this other highway would run to the north of it?

MR. REYNOLDS: And the portion which is not

paved should be used for picnic grounds, and for people wanting to use that as an entree to the river, which, at the present time, is denied to them.

MR. AULD: I might say, in connection with that, it is quite obvious to all members of the Committee who travel over it, that it is possible to serve that in a similar fashion as the Queen Elizabeth Way.

This road was built as a scenic highway, and it is beautiful. That was its original purpose.

THE CHAIRMAN: Gentlemen, are there any further submissions or any comments anyone would like to make to the Committee? I am sorry, but it is getting a little late. We have had a most interesting meeting from our point of view.

Are there any comments any member of the Committee would like to make? (No response).

If not, I would like to express our thanks to you for your interest in coming here, and presenting not only the briefs, but your individual ideas.

Our reporter makes note of everything that is said at this meeting, and in due course we will all receive copies of it, and your briefs will be put into the record, and everything which has been discussed here will be considered by the Committee, before it makes up its mind as to what recommendations it may

care to make.

Once again, may I say thank you indeed.

The meeting is adjourned.

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---Whereupon, at 5:05 of the clock p.m., the further proceedings of this Committee adjourned until Wednesday, October 24th, 1956, at 10:00 o'clock a.m., to reconvene in the city of Cornwall, Ontario.

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P R O C E E D I N G S

of the

SELECT COMMITTEE APPOINTED BY THE LEGISLATURE OF
THE PROVINCE OF ONTARIO TO ENQUIRE INTO AND REPORT
UPON MATTERS IN CONNECTION WITH TOLL ROADS IN THE
PROVINCE.

Mr. J. P. Robarts, Q.C., Chairman,

Mr. D. J. Collins, Secretary.

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VOLUME XXXIII

Wednesday, October 24th, 1956.

CORNWALL, Ont.

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R. C. Sturgeon,
Official Reporter,
Parliament Buildings,
Toronto, Ontario.

T H I R T Y - T H I R D D A Y

Cornwall, Ontario,
Wednesday, October 24th, 1956,
10:00 o'clock, a.m.

- - - -

The further proceedings of this Committee
reconvened pursuant to adjournment.

Mr. J. P. Robarts, Q.C., Chairman,
Presiding.

PRESENT:

Messrs. Sandercock,
Root,
Auld,
Mackenzie,
Yaremko, Q.C.,
Child,
Manley,
MacDonald,

Mr. D. J. Collins, Secretary.

APPEARANCES:

Mr. Osie Villeneuve,	M.P.P., Glengarry.
Mr. F. M. Cass,	M.P.P., Grenville- Dundas.
Mr. J. J. Sones,	Vice-President, Eastern Ontario Develop- ment Association.

Mr. John McEwen,	Reeve, Maxville.
Mr. Albert Levigne,	M.P., Stormont.
Mr. Kenzie McGillvray,	Reeve, Finch Township.
Mr. J. G. Rowe,	Cornwall Board of Trade.
Mr. H. H. Ouderkirk,	Warden, The Three United Counties.
Mr. John McLennan,	Reeve, Charlottenberg.
Mr. A. M. Irvine,)
Mr. John McGrath,) Howard Smith Paper Co.
Mr. C. A. Benjafield,)
Mr. Solway,	Retail Merchants Assoc.

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THE CHAIRMAN: Mr. Manley, will you proceed?

MR. MANLEY: Mr. Chairman and gentlemen; may the meeting now come to order. We are a little late, and we will get on with our hearing.

First of all, I would like to welcome the Committee to the County and the city of Cornwall this morning. The Chairman will explain the work of the Committee, and how we are constituted, and at this time, with your permission, I would like to introduce the Committee to those assembled here.

---Members of Committee introduced by Mr. Manley.

We are very glad indeed this morning to see Mr. Osie Villeneuve, the member of the Provincial Legislature for Glengarry, and Mr. Cass, the member for Grenville-Dundas.

At the table there is Mr. "Don" Collins, the Secretary of the Committee, a member of the executive staff of the hon. Prime Minister; our Hansard reporter, who accompanies us on most of our missions, and at the table, Mr. "Alf" Cole, representing the Toronto Globe and Mail.

We are happy to have all of you in this eastern part of our province.

I would like to apologize for being a little late coming in. We had a very successful meeting in Brockville, and spent the night there, and came down by bus, and some of the members of the Committee were most anxious to go into New Iroquois and see what has taken place there, which is the reason for us being a little late getting started.

There are certain people here whom I would like to introduce.

We have the Warden of the three united counties, Mr. H. H. Ouderkirk; next to him is Mr. McGillvray, the Reeve of Finch Township. We also have Mr. McLennan, the Reeve of Charlottenberg; Mr. Irvine, of the Howard

Smith Paper Company, whom I will ask to introduce those who have accompanied him here today.

MR. IRVINE: Mr. Chairman and gentlemen, I am very glad to be here today, and I have with me, from the Howard Smith Paper Company, Mr. John McGrath, and Mr.

C. A. Benjafield.

MR. MANLEY:

Mr. Sones, the Vice-President of the Eastern Ontario Development Association is present, with Mr. Therriault, the Secretary.

I will now turn the meeting over to our Chairman, Mr. Robarts, who will explain to you the purpose of our visit here, and outline the information we are endeavouring to secure from the local people in this area.

THE CHAIRMAN: Thank you, Mr. Manley.

Gentlemen, perhaps I should tell you who we are, and what we have done to date, and what we hope to accomplish in the future.

We are an all-Party Select Committee of the Legislature, and I think I might best describe it as a "fact-finding Committee".

We were appointed originally in March, 1955, with very broad terms of reference, to study toll roads in all aspects, and how they might apply in the province of Ontario.

When the Legislature was dissolved, of course the Committee ceased to function, and after the election we were re-constituted in September of last year, and from September of last year to February of this year, we did, I may say, a great deal of work.

We introduced an interim report into the Legislature last session, which is contained in this little green volume, and anyone who is interested in its contents can secure a copy as long as they are available.

In approaching this problem of toll roads, we felt we should go where the tolls roads were, and a year ago at this time we spent a great deal of time travelling in the United States.

We spent a great deal of time on the New York Thruway, the New Jersey Turnpike, the Garden State Parkway, the Pennsylvania Turnpike and the Ohio Turnpike, and had one extremely interesting day with the investment bankers in New York, who gave us a tremendous amount of information about the financing of these various projects throughout the United States.

We issued invitations to about 100 to 150 various organizations, to meet with us in Toronto, and submit briefs if they felt so inclined, and we had a great many meetings in Toronto, and received a great many

opinions pro and con.

As a result of that investigation -- I will run over generally some of the observations which we made, and the conclusions we reached, so you will know approximately where we stand at the present time.

The observations which we made were, in the main, of a very general nature. As you can understand when starting to study projects such as this, you must start from the general and work to the particular, and we only had time to deal with the whole matter in general terms, so our interim report was very general, and we are now seeking to particularize the application of the conclusions at which we arrived.

We found five, or a combination of any of the five factors every place we went, where toll roads had been established.

Our first observation was:

" The Government of the State did not feel that it was in the public interest to increase motor vehicle taxation sufficiently to obtain the necessary revenue to build urgently required controlled access expressway or high cost bridge facilities. Practical economics and the belief that the motor vehicle user should not be assessed beyond a fair tax burden was

construed to mean that the construction of high cost projects was not sufficiently in the general public interest to deserve a levy on all motor vehicle owners and operators whether users of the facility or not."

Secondly, we found that:

" Out-of-state traffic would constitute a high percentage of the motor vehicles which would use the highway or bridge to be constructed. This is in most cases caused by motor vehicle traffic passing from one major centre to another and not originating or terminating in the state responsible for such road construction. In this case, out-of-state vehicles could travel over the roads and highways without contributing any tax revenue for the construction and maintenance of roads."

That is traffic whose origin and destination lay outside the jurisdiction, and who, therefore, made no contribution to the cost and upkeep of the roads upon which they were travelling.

We further found:

" A great backlog of highway construction remained, even after motor vehicle revenues were utilized for construction and maintenance

of the highway system. This backlog was usually revealed by investigation conducted to discover the inadequacies of highways, and predictions on future highway requirements. Highway demands continue to increase to such a degree that construction could not keep pace without resort to some new method of financing which would permit an accelerated highway program."

This backlog of necessary highway construction was occasioned, we think, by two factors, one, the war when highway construction was relegated to a back seat, and, secondly, the tremendous increase in motor vehicle registrations in North America, since 1945.

We found, fourthly, increased pressure on the central government by the municipal and local governments for aid in solving their urban traffic problems.

" County and town demands for increased road construction to maintain and improve transportation arteries have precluded concentrated expressway building programs. This means in effect that highway revenues are not great enough to provide sufficient sums for significant divided controlled access construction, and for

subsidization of rural and urban service roads at the same time."

As we all know, you can only spend a dollar once, and if you give it to a municipality, to solve its traffic problem, you do not have that dollar available to construct your trans-province highways, which join up our centres of industry and population.

Wherever we went, this pressure for additional funds was found -- and properly so -- in all our municipalities, because they were all in trouble, traffic-wise. That is a truism, which I think will be readily admitted.

Then, fifthly, we found that:

" In a few jurisdictions there is evidence that highway revenues were in part diverted to other state programs considered more deserving. In the main, such expenditures were directed to education and welfare and not used to maintain an adequate highway system."

Perhaps in some of these jurisdictions, it was politically more expedient to spend the tax money on things other than roads. That interested us very much, and we had some very exhaustive studies made by our Treasury Department. I do not think the figures had ever been compiled before.

We found that if we averaged the last fifteen or twenty years, that of every dollar spent on highways and roads in this province, approximately 65 cents has been contributed by the motorists, and the balance has come out of general revenue, or been added to the debt of our province.

If you take the last seven years, that percentage rose to 69 cents and 31 cents.

As you may have read in some of the papers, the revenues from the gasoline tax have been used for this, that, and everything else.

In actual fact, that is not so in Ontario. It all goes into highways, and an extra 31 cents, as well.

These are the general factors we observed in our investigations, which led to the establishment of toll roads in certain jurisdictions.

Having reached certain general conclusions concerning toll roads, I will now run over them, very briefly.

The first was:

" There is no inherent engineering or traffic control advantage in toll expressways over free roads, such as No. 400, built out of tax revenue and provincial credit."

We have in this province at the present time roads which compare favourably with any toll road we saw in the United States.

Our second conclusion was:

"Toll financing is an expedient to enable the state to build high cost expressways and bridge projects quickly on a user pay system, when revenues are below expenditures. The alternative would be an indefinite postponement or, at the best, piecemeal construction on funds available out of current revenue."

It is nothing more than that.

Our third conclusion was:

" The toll method of financing permits the construction of a complete system early and thereby increases the economic effect of a major traffic artery in the jurisdiction, actually encouraging industry and providing a stimulus to the economy without increasing taxes on the general citizenry. The direct and indirect economic benefits may in fact offset much of the expense of construction of the toll facility within a very short time. The construction of the expressway benefits the entire community as well as the special group which

makes direct use of the road. Savings in time of travel, vehicle wear, and accident damage are startling when calculated on a money value basis for each user. . . ."

I think possibly the best example I can give is that of the New York Thruway, which is from 300 to 400 miles long, and the road portion was built in two and one-half years. I think it cost approximately \$1 billion. They did that by issuing bonds, and having them underwritten by financial houses in the United States, and when they had the money, they went out and called the contracts and built the whole system in two and one-half years.

It is estimated that had they attempted to do that by what might be called the "conventional method of highway construction", it would have taken from fifteen to twenty years, that is, by waiting until they had the revenue, and then calling contracts which they could pay for, instead of calling in the contractors and saying, "Build it from 'A' to 'B' in its entirety".

We came to the conclusion that any toll road had to be integrated into our entire highway system.

" Where the toll method of financing is instituted, such roads should be planned and

constructed to form an integrated part of the entire highway network. Toll projects should be designed to ensure that their use will produce the maximum benefit for all citizens of the jurisdiction. This requires that toll facilities be under Government (Provincial) control, and administered through a separate Provincial Board reporting to the Minister of Highways. It is the proper responsibility of the Government to plan the construction of highways and assist in the construction of improved municipal roads. This is true even when the toll method of finance is required, for the planning engineers should not allow toll facilities to obscure inadequate development of the remaining parts of the highway network. Controlled access express-highways may in fact, place an added strain on certain sections of the present road system unless interchanges and secondary roads are designed to siphon off, without congestion, the induced traffic flows."

There are several reasons for this. Toll roads really have tremendous effect on the traffic flow, and the traffic pattern for very large areas which might

appear to be necessary to be immediately served.

We felt that any highway had to be integrated into the provincial highway system.

Fifthly, we came to the conclusion that with:

" The ever changing aspects of the motor vehicle tax system must be studied and revised whenever circumstances merit. New fuels and more efficient vehicles able to operate with greater loads, can complicate a tax system based on gasoline gallonage. In fact, the transportation field is a dynamic one, with constant technological improvements and developments. The taxation system and the highway construction program should keep pace with new developments and not attempt to impede progress by unnecessary restrictions. These restrictions are in part caused by insufficient amounts of money available to the construction engineer to build roads to high enough standards to accommodate all vehicles regardless of weight. Weight loads which can be moved economically by motor transport have sharply increased in the last few years. Secondary roads, because of their lighter construction, suffer most from heavy transportation movements. This requires a new approach in the

classification of roads and streets. The construction of each road limits the type of vehicles it can carry without undue deterioration. Secondary considerations, such as heavy traffic in residential areas, must also be considered."

We all know, and no doubt you have all read the figures -- about the growth of the registrations in the province. I think we all realize the impact the automobile has on our day-to-day life. I do not think there is another factor which has as great an individual effect upon us, and our way of life, and our present taxing system is inadequate, and in many cases inequitable, and we feel there are changes which will have to be made, which will require constant study to keep our system -- if and when we settle upon an adequate system -- up to date.

Also we came to the conclusion -- and this we reached from watching particularly some of the developments in this province -- that planning for traffic is extremely difficult, because even your wildest guesses as to what will happen traffic-wise may prove to be too conservative.

We asked one expert about the location of a road in the Metropolitan area of Toronto, and he said, "Gentlemen, you can build a road in the Metropolitan area

between any two points, and in two months it will be operating to capacity".

That situation makes it difficult to expand.

We came to the conclusion that toll roads are, by and large, more expensive than freeways. That is obvious. It requires more underpasses and overpasses, because you must limit the accesses, and the physical facilities for collecting tolls are more expensive.

We came to the conclusion that for expenditures on our highways, the revenues were inadequate under our present system, as it is not producing sufficient revenue to construct the roads we need. That is a basic position to start with, because we need more money, and it has to come from some place.

We also came to the conclusion that any project which might be considered to be tolled should be studied by an independent firm of traffic engineers, who would be prepared to furnish a completely impartial report as to whether it is financially feasible or not.

There are so many factors which enter into the financing feasibility, that we think the Committee is not competent to make a study of it, and we recommend that studies be made.

There are the factors of industry location, and things of that nature, which we do not think that

we, ourselves, are capable of handling, and we feel they should be studied by an impartial body which will "come up" with the proper answers.

Another conclusion was we might look to the Federal government for support in the highway-cost problem.

We had three reasons for so deciding.

Firstly; we feel that good roads in Ontario are important to Canada as well as to the province of Ontario, because of the great industrial growth here, and the fact that we are the industrial heartland of Canada, and the people of this country are aware that our roads connect the two largest industrial complexes in Canada, that of Montreal and Toronto, so we feel that the roads are national in scope.

Secondly, we feel they are a large contribution to national defence.

Thirdly, we are aware that the Federal government takes a tremendous amount from the motorists of Ontario, and returns what really amounts to "peanuts" in the form of roads. We do not say that all of it should come back, but we feel we could expect a larger share, and the average motorist might also.

Whether you are aware of it or not, you are paying 1.8 cents tax on the gasoline you buy, and that

is in addition to the 11-cent tax. Then you pay anywhere from \$400. to \$800. excise tax on your cars, and a sales tax on all equipment which go into them, such as radios, tires and so on.

These figures are too large to have much impact, but between 1946 and 1953, the Federal government took \$1,260,000,000 from the motor-vehicle industry, and during a period of one year less than that, they returned \$95 million only to the motorists of this country, in the form of roads. We feel that the disparity is too great.

As a result of these findings, we made certain recommendations to the provincial government, which were accepted by the Legislature. They are six in number.

First, we recommended:

" That the Legislature accept the principle of a toll method as a practical system of financing the construction and maintenance of multilane controlled access highways and urban expressways and special high cost structures, such as bridges, causeways and tunnels."

Secondly, we recommended:

" That the feasibility of each project be considered through an impartial study by experts

of detailed data on actual and predicted traffic volumes, and construction costs. A calculation should also be made of the contribution to the economic development of the province generally and the social advantages to all our citizens."

Thirdly, we recommended:

" That consideration be given to the basic contribution of each project to the province generally and that the possibility of a portion only of the capital cost of any project being financed and amortized through the imposition of a toll be considered."

We had two reasons for arriving at this recommendation; one that in certain parts of the province the revenue might not be heavy enough to liquidate the entire cost. Secondly, many of these roads made a basic contribution to the province, which might be recognized by the province paying a percentage of the costs, and the balance only would be raised from the people who actually use the roads.

Then, fourthly, we recommended:

" That any facility which is subject to a toll charge shall become free when the payment of the facility has been completed, including the government contribution."

Fifthly, we recommended that:

" That no consideration be given to the construction, operation and maintenance of toll roads in the province by private companies."

We feel that these roads are so much a part of our entire highway system that it would be improper and unwise to permit the control of them to fall into any hands other than those of our Department of Highways.

We had one group which appeared before us "full of beans", and they wanted to build a toll road between Windsor and Fort Erie, and they said they were prepared to build the road and operate it, and when it was paid for, to turn it back to the province.

Upon investigation, we found (a) they wanted the provincial power of expropriation and (b) they wanted a full deficiency guarantee on their bonds by the government.

We found that that did not leave a great deal for them to do that we could not do ourselves.

Finally, we recommended:

" That a Commission or Board be established as the authority to conduct the necessary investigation outlined above and to administer any toll facilities established in the province, such Commission or Board to report to the Minister

of Highways."

As I said at the beginning, those are very general conclusions, and we have now reached the point where we have to decide where these conclusions and principles can be practically applied to our road system in Ontario.

We have travelled pretty well the length of Highway No. 401 proposed, because we feel it traverses the only area in Ontario at the present time which could possibly warrant even an investigation, as far as toll roads are concerned.

We have held public meetings in Windsor, Chatham, London, Kitchener, Welland, Hamilton, Fort Erie, Toronto, Belleville, Kingston and Brockville, and today we are here at Cornwall, and are looking for expressions of opinion as to what the local people might think if suddenly the road the need for which they have been putting forward for many years turns out to be a toll road.

We have not made up our minds. That is information we would like to secure from you.

We are also here to give you any information we might have, for which you may be looking.

To further complicate the whole procedure; as you can see, any toll road leads one automatically into the realm of highway financing and highway taxation. The

hon. Prime Minister asked us at the last session to inviestage and report on the advisability of the imposition of the weight-mile or weight-distance tax, or the ton-mile tax, whichever way it may be described, and, of course, we are doing so. Many times these things point up so easily, but they amount to so much.

Now, the weight-distance tax is simply a tax imposed upon vehicles using the highways, based upon two factors; first, the weight of the vehicle, and secondly, the distance the vehicle travels. As you can see, that is perhaps the most equitable form of highway taxation which has yet been devised, because the cost of your road originally is conditioned upon the weight of the vehicles it must be able to carry, and the maintenance of your road is directly related to the weight of the vehicle, and the distance the vehicle travels over the road.

However, there are other difficulties in connection with such a tax. First, from our studies to date, we have found it is an extremely difficult tax to administer, and very easy to evade. Those may be problems which can be worked out in the course of time. If anybody has any ideas or suggestions or comments concerning the weight-mile tax, we would be very happy to hear them. We had one lady come up from New York

State, who is very active in the weight-mile tax question in that State.

We were in Ohio, where they have the axle-mile tax, which is an easy way of computing the same thing. They compute the weight on the axles, and that simplifies the whole matter.

We have had a brief from the railways, and their economists are very interested in seeing this tax imposed, because they think that the trucking industry is being subsidized, because they do not pay for even their rights-of-way.

We will have a brief from the Automotive Transport Association, and finally we will receive enough information to enable us to make up our minds. That is another problem which is facing us at the present time. We would appreciate your comments on any of these points.

The usual procedure we follow is pretty much a round-table discussion, and if anybody has anything to say, we would like to hear it, and if any of you have any questions to ask, we will try to answer them, and we generally get into a more or less general debate, out of which comes some ideas for which we are looking.

So, without any further speech from me, I would ask anyone who would like to make any submissions

to the Committee, to please rise and make them, and we will be happy to hear them.

Mr. Villeneuve, have you any opinion about this, or any question you would like to ask?

MR. VILLENEUVE, M.P.P. (Glengarry): Mr. Chairman and gentlemen; I am pleased to welcome you and your Committee to our area. I think there are bodies here representative of the Chamber of Commerce and industry, which perhaps will want to give you their views as to how they see the general picture. Naturally, we have our own views.

Speaking for my constituency, I believe they are more interested in the completion of Highway No. 401, than in the toll-road discussion. Practically speaking, I think generally the public are not in favour of the toll road system in this immediate area, and perhaps there are various reasons for that.

For many years, you could not get on to the island of Montreal without paying a toll over the bridges. They have done away with most of that in the last few years, and we feel from the reaction that it is a great relief to their minds.

I was pleased to hear you intimate that from briefs you had received and views obtained from the municipalities, it would appear that you are certainly on

a sound track in enquiring into this charge per ton per mile, or whatever it may be, over our system of roadways, because from a municipal standpoint, and referring to the rural areas, we are up against the most serious problem in that a road which was constructed ten years ago is obsolete, and does not meet the present-day needs which operate on a percentage grant basis from the government, but the construction of these superhighways is so much more costly than it was even ten years ago, that it has created a very serious problem, and the general reaction of the people is that these heavy vehicles are not paying their fair proportion. I make that suggestion from a listening post, more or less, as it were.

There are many problems to be presented, because they could adversely affect industry, such as is represented here today. But, all in all, I am sure that from your enquiries you will be enabled to present a very fine report to the House, and it will be very informative to the public at large.

That is about as much as I care to say at the moment. Thank you.

THE CHAIRMAN: Thank you, Mr. Villeneuve.

Mr. Cass, would you like to say a few words?

MR. CASS, M.P.P. (Grenville-Dundas): Mr. Chairman,

I would be delighted to say a word or two. I join with my two confreres in this district in welcoming you, and I would go a little further and say that I am delighted that you and your Committee have come to eastern Ontario, because, by and large, we feel in eastern Ontario that Select Committees have a habit of by-passing our immediate area. Therefore, I am grateful, as I am sure all of the people are, that you and your Committee have come here.

Secondly, I would like to thank Mr. Auld for looking after my part of the hearing in Brockville. It was impossible for me to be there, and I asked Mr. Auld if he would explain my views. I understand some people from Grenville-Dundas were present, and presented their views.

I concur with what Mr. Villeneuve has said, speaking of the rural areas in this district. They are not very favourable to toll roads, perhaps for the reason he has mentioned.

But I will go farther, and say this, that, generally speaking, I think the people of this area will be better able to decide whether to accept it or not, if the policy of the government is to provide an equal freeway -- not equal, perhaps, in service or engineering, but equal in traffic convenience for a large

part of this district.

Therefore, I feel, as Mr. Villeneuve has said, that the people in the rural areas will not be particularly in favour of it, but they would not have any particular fault to find if your Committee demonstrates, if a toll road was built, there would also be provided a freeway for the use of the ordinary citizens.

That is the first point I would like to make. The second point is that the Eastern Ontario Development Association, and Boards of Trade are referring to the more urban areas, and we, in the rural areas, feel there is the great problem of financing, which has been covered by you, Mr. Chairman, and anything which can be done to alleviate the great strain on the highway department treasury for super roads to carry the super traffic, cannot help but assist them with the smaller feeder roads in our provincial network.

Therefore, if your Committee could come to the conclusion that a toll road in certain areas will have that advantage, I am sure the people of eastern Ontario will rejoice in your findings, because they know it will mean a greater amount of assistance to the feeder systems, which is what we have in the rural areas today.

We understand that there is today in the

Metropolitan area and other large areas, a tremendous amount of traffic, creating a tremendous highway problem, and we know what you recommend will be for the good of the province as a whole.

I am sure you will receive information from people here, and I know the people in my district will be fair about it.

If what is recommended^{is}/that a toll will be charged to go from here to Toronto, I am sure our people will not object too much, but I do think that these heavy transports should not pay a toll to go from town to town, but there should be a parallel freeway.

Therefore, I believe that as far as the people in my district are concerned, they will be quite satisfied with the recommendation which I can see forming in the collective minds of the Committee.

I will only say one thing further, Mr. Chairman. We have a very peculiar development along the front of Mr. Manley's constituency, that is, the Seaway. That means, at the present time, the question of toll roads is not a personal one, because we realize there is a tremendous amount of traffic on Highway No. 2, and we know that certain steps are to be taken in regard to that highway, and there will be some changes

on the road in that area.

As a result, there is no representative from Dundas County, and that is why I believe you will have no representation from that particular area.

I hope Mr. Manley will see that you have a look at the Seaway while visiting his constituency, so that when the members come down next week, you will be one jump ahead of them.

THE CHAIRMAN: We are going to do that, Mr. Cass. Thank you, very much.

Has anyone else anything they would like to present to the Committee?

MR. SONES: Mr. Chairman and gentlemen; I am here representing the Eastern Ontario Development Association, an organization with which you are no doubt somewhat familiar.

THE CHAIRMAN: Yes, we are.

MR. SONES: I wonder if a submission has been made to you of the brief we have already presented to hon. Premier Frost. If it has not been done, I will apologize, because I cannot give you all copies. I have only one extra copy, and cannot furnish a copy for each member of the Committee to study.

THE CHAIRMAN: We had a brief submitted a year ago.

MR. SONES: Have you had the more recent one?

THE CHAIRMAN: No, we have only had mention made of it in the last couple of days.

MR. SONES: If I might presume to supply you with sufficient copies, I will be glad to do so. It seems to be the opinion, accepted by our Association, that toll roads are quite the answer to our particular problem. I might suggest I read one or two small items --

THE CHAIRMAN: If you will be good enough to do that, it will go into the record.

MR. SONES: This, incidentally, would be in the first brief presented to the Cabinet Ministers in Ottawa on April 21st, and June 2nd. This says:

"There is a definite need for the extension of the Highway system in Eastern Ontario. Probably the most logical means of accomplishing this is for the province to assume responsibility for certain township and county roads. It is our belief that this very essential process could be accelerated by the adoption of our 1954 recommendation on the matter of toll roads. For the purpose of refreshing the Government's memory, this is repeated as follows:

'It is suggested that a Toll Road authority

be created in the province of Ontario; that the Toll Road Authority would have a similar status to the Hydro-Electric Power Commission and be in a position to issue its own debentures.'"

That was replied to at a later date. I will not give you the reply.

Then there was another further conclusion. Another recommendation was made along the same lines as follows:

" 'The Toll Road Authority should take over from and reimburse the Department of Highways for such highways as the one from Toronto to Barrie, the Queen Elizabeth Way from Highland Creek to Newcastle and the new non-access highway being constructed from Windsor to Toronto. The proposed expressway through Toronto whose cost has been estimated at \$50,000,000 might properly be the responsibility of this Toll Authority.'"

In addition to that, the brief which was presented carried quite a number of recommendations in connection with roads other than toll roads in this area, which is probably not of great concern to the Committee, although I am sure you will be interested.

As I say, the more recent one -- this particular one (indicating) of which I have a copy, was prepared in February, 1956, at the annual meeting of the Eastern Ontario Development Association, and was accepted. Its actual presentation to hon.Mr. Frost was on October 12th of this year. This gave us the opportunity of repeating our views expressed at a previous meeting, but for other reasons. I would like you all to have copies of it. It is fairly long.

THE CHAIRMAN: If you will send them to our Secretary, he will distribute them.

MR. SONES: I think you will find it of interest. It represents pretty much the thinking of a very, very broad segment of our population within eastern Ontario.

I rather gathered from some~~of~~ your remarks that you have quite a leaning toward toll roads. I rather thought from one comment you made that if it was not for toll roads, the construction would probably not be completed for some fifteen or twenty years to provide the same services which could be provided in two and one-half years.

THE CHAIRMAN: I was commenting upon another toll system. I would hesitate to estimate when Highway No. 401 will be completed, whether tolled or otherwise.

MR. SONES: I believe we have had some press reports that with the present rate of growth, and the manner in which Highway No. 401 is being constructed, it will be something like 102 years before we can expect its completion. I do not know whether that is true or not.

I might summarize my remarks on this particular phase by stating that I have no doubt that statistics can be shown to indicate that a greater proportion of money is spent in eastern Ontario. However, I believe that lives in this particular area are at stake, and highways in the area of eastern Ontario have not kept pace with modern demands of safety. We have curves and narrow bridges which have claimed many lives each year, and countless thousands of dollars of loss and damages.

I maintain that Highway No. 2 is at least twenty years behind the times in engineering, and strongly recommend immediate improvement to, at least, bring it up to something approaching today's modern highways.

This was my own thought, and not that of the Eastern Ontario Development Association, but I am sure it would be a credit to everyone in this room if that could be accomplished.

You are apparently only interested with the idea of tolls.

THE CHAIRMAN: Sir, we have wandered so far afield from where we started, that we are interested in highways, generally.

MR. SONES: Now that I have broken the ice, as a private citizen, perhaps some others could get up and extol this matter, as I have done in some minor way. I have been extremely busy and have not had time to give it the thought which perhaps I should have given to it.

Just before I went to sleep last night, about two o'clock, my ideas were beautiful, but this morning it is a little different. Had I got out of bed then, I could have presented to you, many, many pages about No. 2 Highway, because I had some excellent thoughts I could have impressed upon you.

THE CHAIRMAN: We have spent two nights sleeping immediately adjacent to No. 2 Highway -- and I mean "immediately adjacent". I think that was done with no idea of our sleeping, and when I say "sleeping" I use that term figuratively.

MR. SONES: Your home is in London, and your highway system in that particular area is finer than our own in this area.

THE CHAIRMAN: We have been travelling by bus and by car, so we have had an opportunity of going around the curves.

MR. SONES: Please stay on No. 2 Highway, and you will take back some very excellent recommendations.

MR. YAREMKO, Q.C.: May I ask a question of Mr. Sones, through you, Mr. Chairman?

THE CHAIRMAN: Certainly, Mr. Yaremko.

MR. YAREMKO, Q.C.: The news report in the press, which you mentioned, was in connection with the one presented on October 12th, and it gave me, at least, the impression that the Eastern Ontario Development Association was in favour of toll roads, but from Toronto west.

If that is the impression which was given, I could not gather from the news reports whether the Eastern Ontario Development Association had expressed the opinion on the possibility of Highway No. 401 being a toll road for its entire length, from Windsor to the Quebec border.

MR. SONES: I do not believe you are quite correct in that statement. Highway No. 401 was not specifically mentioned. It might be the thought, that western areas should be tolled first.

MR. YAREMKO, Q.C.: That is the impression I

received from the news reports.

MR. SONES: I have two pages to read. It will not take long, Mr. Chairman.

THE CHAIRMAN: Please carry on.

MR. SONES: I do not want to take up too much time as there are others who may want to speak. These recommendations are headed "Highways":

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B R I E F

Presented to The Minister of Highways at the Eastern Ontario Development Association's Conference, Ottawa, May 31st to June 2nd, 1954.

PART ONE: HIGHWAY POLICY. We are probably going to surprise you when we tell you that the people of Eastern Ontario are of the opinion that you and officials of your department recognize the necessity of improving the highways in our area and in building new ones, but at the same time we do think that it is quite possible that your desire to improve the roads in this area is somewhat limited by financial circumstances.

To this end, Mr. Minister, the people in this area who are concerned with highways have delved a little bit into the matter of policy and are going to make a recommendation to you which we trust that you will accept in the

constructive manner it is intended.

In a province such as ours (363,282 square miles; a population of 4,768,500; a motor vehicle registration of 1,205,098; 7,813 miles of King's Highways; 2,709 miles of secondary or development roads; 9,358 miles of county roads; 49,039 miles of organized township roads, and with the major portion of population and road mileage concentrated in a small section of the province) it is our belief that the amount of money available from all sources for the building of highways does not permit the building of deluxe or non-access highways which parallel existing King's Highways at the public expense without the payment of tolls by those wishing to use these deluxe services.

We are of the opinion that the motorist should be able to travel from one point to another in the province of Ontario on the King's Highways without the payment of tolls, but, on the other hand, if he wishes to use special facilities such as the non-access highways, he should be quite willing to pay for them.

It is suggested that a Toll Road Authority be created in the province of Ontario; that the

Toll Road Authority would have the same status as the Hydro-Electric Power Commission and be in a position to issue its own debentures.

The Toll Road Authority should take over from and reimburse the Department of Highways for such highways as the one from Toronto to Barrie, the Queen Elizabeth Way from Highland Creek to Newcastle, and the new non-access highway presently being constructed from Windsor to Toronto.

It is our belief that the limit has been reached in the level of gasoline taxes and registration fees, and the Department of Highways, in order to provide the regular King's Highways required by the more sparsely populated portions of the province, should not and cannot be expected to pay for deluxe facilities.

Additionally, the proposed expressway through Toronto whose cost has been estimated at \$50,000,000, might properly be the responsibility of this Toll Authority.

Traffic counts are not available to us in drawing up this brief so that we might adequately prove the ability of these roads to carry themselves from a financial standpoint, but, on the

hand, a great deal of information in this respect is available from the actual experience of many American States. It is interesting to note that the tolls range from one cent to three cents a mile, and that it will soon be possible to travel from Chicago to Miami by toll road; from Chicago to New Orleans; Boston to New York, or from New York to Buffalo.

Probably this statement from an Automobile Association official is truly indicative of the feeling of motorists with regard to this type of facility: 'Motorists would scream if you suggest raising the gas tax by one cent per gallon to build better roads; yet they are happy to pay what amounts to much more per gallon on the toll roads.'

A vast amount of material is available on this subject, and we are sure it has been studied by engineers of your department. Therefore, in concluding this part of the brief, we would like to repeat that we are aware of the good intent and purpose you and your department have concerning the roads in Eastern Ontario (as evidenced by your recent announcements concerning the rebuilding of some of our roads) but are of the opinion that

your intentions are being frustrated by a lack of the necessary funds and the suggestion made herein was based on a method of securing these funds which we think is perfectly feasible."

I thought that would be of interest. I believe, according to Mr. Cass, and perhaps something from your opening remarks, that if there was more revenue created in the densely-populated areas -- Toronto, London and Barrie -- it would allow more money for the development of our eastern Ontario area.

MR. YAREMKO, Q.C.: There was one thought in the Eastern Ontario Development Association's brief concerning the Toll Authority, that if one was created, Highway No. 401 might be tolled in its entirety.

MR. SONES: No, but if that is recommended by your Committee, we will "go along" heartily with it, because we are definitely in favour of toll roads.

MR. AULD: You mentioned the Queen Elizabeth Way from Highland Creek to Newcastle. I think you meant Highway No. 401.

MR. SONES: That is correct. Some of those who prepared this information, are not in this area, so it is easy to make a mistake like that.

MR. AULD: I think that somebody mentioned putting a toll on the Queen Elizabeth Way. That might

cause a great deal of discussion, and it was not meant that way, in your brief.

MR. SONES: No, that is correct.

MR. MacDONALD: Your general approach was that you would put the Queen Elizabeth Way in?

MR. SONES: That was the thought. I am not on the committee of highways, and am not too familiar with some representations from our highways committee.

MR. MacDONALD: But, as a general proposition, you would put all existing four-lane, controlled-access or partially-controlled access roads in that category?

MR. SONES: That appears to be the thought. I am not on the committee. I am attempting to read you the general proposals, and it does appear that would be so.

MR. YAREMKO, Q.C.: Bear in mind, Mr. Sones, that a parallel freeway in a sparsely-settled area would not be the same as a parallel freeway in the tremendous densely-populated area, like Metropolitan Toronto.

A parallel freeway from Toronto to Hamilton would carry the traffic, and the freeway must of necessity be a four-lane, non-access highway. Otherwise, with a two-lane highway, it would not be a highway at all.

MR. SONES: I am of this opinion; as I mentioned before, I am not on the highway committee, although I listen to their discussions, and I am not in a

position to say what they were thinking of, nor what they were writing, because there has been a great deal of thought given to it.

But I think the submission I made a few minutes ago was if the densely-populated areas are demanding a major portion of highway costs, would it not be possible to assess some small amount to improve our highways, let alone producing a toll road?

I honestly feel that Highway No. 2, particularly -- that is our major problem in this area -- definitely has not kept pace with any highway anywhere else in Ontario. It is a death trap. The area between the Quebec boundary and Brockville is considered, insurance-wise, as being the most hazardous section of highway in Ontario.

THE CHAIRMAN: Thank you, Mr. Sones. Are there any comments any member of the Committee would like to make?

MR. ROOT: May I ask a question of Mr. Sones?

THE CHAIRMAN: Certainly, Mr. Root; proceed.

MR. ROOT: When our Chairman was speaking, he pointed out he felt the Federal government was making an unrealistic contribution to highways in Ontario. Has your group made any representations along that line?

MR. SONES: No. We have explored that avenue with our provincial government, and in our own field.

MR. ROOT: Have you suggested in your approach that the provincial government should approach the Federal government?

MR. SONES: No, it does not appear in our brief.

MR. ROOT: I have a clipping which I took out from a local paper the day before I left, which pointed out that in 1955, the Federal government collected \$172 million, and at the same time the payroll in the same industry was only \$154 million.

MR. SONES: The Chairman mentioned that fact.

MR. ROOT: That payroll is subject to income tax of which the lion's share goes to the Federal government, and the industry is paying the corporation tax.

MR. SONES: Keeping our provincial connections accurate is quite a problem, without taking on a Federal issue.

I am not too certain that you are quite familiar with the set-up of the Eastern Ontario Development Association.

It was formerly "Bill" Warrender's dream some several years ago, and some enquiries were made from the Associated Boards of Trade, comprised of some 40-odd Boards within the area of eastern Ontario.

At that particular time, which goes back some

three and a half years, Mr. Warrender, who was then Minister of Planning and Development, had the idea that a Development Association such as ours could very well be established.

His thinking became more or less fruitful, and we, in eastern Ontario, were one of the first to organize along that line, what is now called the "Eastern Ontario Development Association".

We have the same set-up; all interested Boards of Trade; our executive set-up is consisting of one-half elected personnel, and one-half business men, the members of the Boards of Trade. Our meetings are well attended, and give a very clear thinking of the area.

MR. ROOT: In this Association, do you have rural representation, or is it strictly Boards of Trade?

MR. SONES: No. When I say "elected representatives", there are Reeves, and Mayors, and Councillors, who comprise our executive body, in addition to business men who are probably on the Boards of Trade.

MR. MacDONALD: Would it be accurate to say that the most dominant group is still the Boards of Trade?

MR. SONES: No. It is pretty much a 50/50

proposition. Our executive body is made up of half and half.

MR. MacDONALD: The committee which made a study of toll roads?

MR. SONES: I would suggest it should be very careful to get an evenly-balanced opinion, from the "man on the street" and his elected counterpart.

MR. AULD: Mr. Chairman, there is one point which might bear mentioning, which has been brought up at other meetings we have had, and particularly it is of interest to us in this area, and that is in connection with the present condition of Highway No. 2, which many people feel is not constructed for the use of the heavy traffic on it.

We had some interesting figures presented to the Committee yesterday in Brockville by the Chairman of the Joint Planning Board, which had made a survey just last week for a three-day period in the middle of the week.

If a toll road is built, it has been the experience in jurisdictions -- and it seems reasonable -- that heavy trucks will only use it if there is a saving by so doing. If Highway No. 401 was completed as a toll road, there might be a situation similar to that in the State of Ohio, where the passenger cars all left

the freeway for the trucks, and then two things happened.

It did not solve the problem which a great many people thought was going to be solved.

Secondly, the money received was not in proportion to the expected revenue, because with their toll rate, the rate per mile varies from one cent for passenger cars, to seven cents or eight cents for the very heavy trucks.

I wonder if that had been considered here. Are there any methods you can think of to require heavy trucks to use a toll road with the axle limitations and weight limitations, or a system of highway classification.

That is the general idea, and it gets into a substantial problem, such as that of local deliveries, and so on.

MR. SONES: Has there been an attempt to invite to the meetings in this area, the heavy users of the highway, such as the Smith Transport, Lawson, and others? Those are the names which come quickly to my mind. Were they invited?

THE CHAIRMAN: No. We advertise our meetings. The firms you mentioned are members of the Automotive Transport Association, and they are submitting a brief

on the weight-mile tax.

As regards toll roads; they cannot agree amongst themselves, so they are presenting no brief on toll roads at all.

MR. SONES: Most of us are not in a position to make comments.

MR. AULD: It is interesting to note that on most of the toll roads in the United States, the percentage of the heavy commercial vehicles may break down to as low as 20 percent., 25 percent., or 30 percent. of the revenue which produces, as will be recalled, about 75 percent. of the total.

It is quite obvious in the State of Pennsylvania, where they have very mountainous country, that the toll road is used, at any price, but in the State of Ohio, where the country is flat, and there are a number of good existing highways, there are a number of reasons why they would prefer not to use the toll road.

If you put the toll up too high, nobody will use it anyway. It is a very interesting subject, and we are having a hard look at the situation now.

MR. CHILD: Have you any members who are in the trucking industry?

MR. SONES: Yes, I think Mr. Tucker, the President, is in that business.

MR. CHILD: They subscribe to your brief, as well?

MR. SONES: These briefs were prepared by a committee which was selected, and were submitted to the general meeting for approval, and a majority has accepted it, and it must be our premise that it is accepted.

MR. CHILD: If Highway No. 2 is a parallel road, is there any doubt in your mind that trucks would use the toll road, if Highway No. 401 were tolled.

MR. SONES: I would not be in a position to answer that. I know none of the problems attaching to the subject.

This I will say, though; it would be an interesting thing to consider in terms of losses. I am certain that many would consider it favourably. I do not think there is a week goes by without several transports being turned over.

MR. AULD: Every couple of weeks, one of these heavy vehicles tries to get under the tunnel at Prescott.

THE CHAIRMAN: I think it is quite obvious that the operating costs of a truck must be higher in this area than they are, say, between London and Windsor, where the country is absolutely flat, and there are only one or two stop signs in a stretch 125 miles long.

Here, to get through these towns, is very expensive, owing to the necessity of having to put on the brakes, and coming to a full stop, and that is difficult, if they are carrying 25,000 or 30,000 pounds aboard.

We were amazed at some of the figures as to how much a trucker can save in tires and brakes, when he is running his engine at an economical cruising speed for seven hours, without even shifting gears. The fuel consumption otherwise is terrific.

I do not think there would be any difficulty in getting them on the toll road in this area.

MR. MANLEY: Notices and invitations did not go out to the individual trucking firms in the district, nor to as many organizations as we would have liked to have been invited.

However, on several occasions, this meeting was advertised in the newspapers, as a public meeting, and anyone who was interested was welcome to come before the Committee and present briefs, or submit comments.

I think that was a good opportunity for the truckers to be here today, and have the opportunity of expressing themselves.

MR. SONES: I recognize the fact that every effort was made to have persons here.

MR. MANLEY: I have met several people on the street who belong to different organizations, and I asked them personally if they would not be here, because I felt it would be interesting to the local people.

MR. MacDONALD: The general pattern of the main trucking companies is to leave the matter with the Automotive Transport Association.

MR. MANLEY: We found that in other sections. I am sorry they are not here today.

MR. MacDONALD: I think some questions have been asked on various aspects of this, which were interesting to me, and I think the background will be useful, because it gives an idea of the preparation for the job which is to be done.

If you have read through the interim report presented by the Toll Roads Committee, you will find, on page 13, spelled out the backlog of highway construction and projected construction for the next few years.

The interesting thing is this; when that backlog and projected construction is put together, it will be noted that over a ten-year period, an estimated \$2,800,000,000 for expenditures will be required, which is approximately \$280 million per year.

This year, we are spending \$184 million. Of

that \$184 million, about \$140 million comes from revenue from gasoline taxes, licenses and so on.

Now, where will we get the revenue to catch up with what we are now planning, let alone that additional \$280 million?

If the past few years is an accurate guide, there is \$10 million or \$12 million annual increase in the gasoline tax, and the license fees. If we were to start something like the weight-distance tax, it would bring about what I believe would be greater equity, namely, securing more revenue from the trucking industry. What that would amount to, I do not know. I do not think we have had any suggestions from people who have looked into it, but I doubt if it would be more than another \$10 million or \$12 million.

MR. SONES: There would still be a large gap.

MR. MacDONALD: You have read the paper, and come to the conclusion that the Committee is collectively in favour of toll roads.

I was not at the meeting yesterday, but looking at the paper this morning, I saw the Chairman is reported to have said there would be no advantage or point in tolling Highway No. 401, if you did not toll Highway No. 400.

I am willing to take a side bet that political issues will supercede the economists, and neither Highway 401 nor Highway 400 will ever be tolled.

So how much revenue they will get from tolls, to throw into that picture, I do not know.

Here is a question -- and it is stressed in part, that if we look at the last few years, our highway budget has jumped from \$52 million to \$184 million, which is a three and one-half times increase. Unfortunately, that does not mean that we are spending three and one-half times the money on roads, but we are spending three and one-half times that much money, and I think we will have to look at other factors, for instance, education, where I am convinced there is a budget which has only increased by 50 percent., not three and one-half times.

Personally, I do not know whether the other members of the Committee will agree, but I think you will have to take a look at the over-all problem, as to where we will spend the money, and would the Eastern Ontario Development Association be in favour of continuing pushing up our highway budget, when undoubtedly it will affect our education budget, but if not, where would you like to see the added revenue which must be raised coming from?

MR. CHILD: I cannot agree with that. I do not think that politics have ever entered into any discussion, as far as this Committee is concerned. We

have taken it as we found it, and our recommendations will be made according to the findings based on information we have secured in various municipal jurisdictions.

MR. MacDONALD: You are quite right. That was not my thought.

THE CHAIRMAN: Let us get down to it. There are politics and politics, and I think that Mr. MacDonald was using the word in a social sense, rather than in the bad connotation it has.

Politics, as he used it, tries to assess the reaction of the people in any given area to a certain set of circumstances, and that is quite the proper thing to do.

MR. AULD: The dictionary says it is the "science and art of government".

THE CHAIRMAN: Let us get back to toll roads. Is there anybody else who would like to make representations to the Committee? You can see how interested we are.

MR. MacDONALD: Has your Eastern Ontario Development Association blanked out the needs of education, when it came to recommending roads?

MR. SONES: As I mentioned, Mr. Chairman, this particular brief is divided into some seven different categories, agriculture, education, highways,

tourists and publicity, lands and forests, municipal affairs and so forth.

We are not attempting to set ourselves up as being a hide-bound authority by any means, and I believe you will find they are reasonably straight thinking, but no project got as far as the point about which you were speaking, Mr. MacDonald, as to where the money is coming from. That is a problem beyond our committee.

MR. VILLENEUVE, M.P.P.: It is a very important problem.

THE CHAIRMAN: I think your organization is doing a good job in presenting a positive approach to a very controversial problem. It is of great assistance to us. This was a wobbly and difficult decision to make, and it becomes more difficult to take a positive stand, and I think it is of benefit to us when you do.

MR. AULD: We had this discussion on Monday. The figure of \$2,850,000,000 includes \$821 million as the municipalities' share, so the actual provincial expenditures are about \$2 billion.

MR. MacDONALD: I was in error for a long time, and I corrected myself. Of the \$184 million, the provincial government is spending only \$130 million

on provincial highways; the other \$50 million is by way of municipal grants.

MR. AULD: The amount is greater than that, because municipalities are spending a great deal in addition to that.

MR. MacDONALD: If I understand this correctly, the figure we had from the provincial department was \$2 billion we have to spend, and there is a total of \$800 million in provincial grants to municipalities, irrespective of what they are spending.

MR. AULD: No -- just look at this --

THE CHAIRMAN: Excuse me, for one minute.

It is a quarter after twelve, and there are others who would perhaps like to make statements. We might consider our own statistics at some later time.

I am interested now in hearing from the local people who have something to say.

Mr. Irvine, do you wish to make any comments?

MR. IRVINE: I have no brief to present, Mr. Chairman and gentlemen. We are simply here to listen. We are perhaps one of the largest users of transport facilities in this part of the province, and we are interested in knowing what effect on our costs the toll system might have. I think it has reached about the limit now.

We are here to listen and to learn this morning.

THE CHAIRMAN: Thank you, Mr. Irvine.

MR. AULD: Would it be fair to ask Mr. Irvine, if there was a toll system, would he decide to use it on the basis of convenience or on the basis of economy? In other words, Mr. Irvine, would you use it if it would save you money?

MR. IRVINE: Certainly we would.

MR. AULD: And if it did not, you would not use it?

THE CHAIRMAN: Mr. Irvine, do you provide your own transports or do you use independent transport companies?

MR. IRVINE: We use the independent transports. We use one, a firm in Montreal. We also use water and rail.

Right now it is practically an over-night proposition in any form of transportation. A tolled highway would give us better service, and, as the competition becomes keener, that might be attractive.

MR. AULD: Do you have many timber logs brought in by trucks?

MR. IRVINE: It is increasing all the time, within a radius of about 130 miles.

MR. MacDONALD: Most of it would be from the north, rather than from the east and west?

MR. IRVINE: No, mostly west and southeast, from the province of Quebec.

THE CHAIRMAN: Have you any comment upon what the impact of a four-lane, controlled-access highway might have on the economy of this area?

We have found in other jurisdictions in the United States -- and also in the Toronto area -- that where the road goes, so goes industry, and it brings the labour market closer to you.

Have you any comment to make as far as this particular area is concerned?

MR. IRVINE: No, I do not think I am prepared to make any comment on that.

MR. CHILD: What is Mr. Irvine's comment, if there was a choice between a toll road or increased gasoline tax? Has he any comment to make on that?

MR. IRVINE: No. I think they both have the same effect. They would both increase our costs per hundredweight for shipping our goods. Most of our goods are shipped on a freight prepaid basis.

We are more interested in how much more it is going to cost.

MR. AULD: If the competitive conditions were

not satisfactory.

MR. IRVINE: If we pay toll, and somebody else does not -- one of our competitors -- it will cost us more to sell our goods, and they will be making more profit than we are.

MR. AULD: I was thinking from the point of view of the carrier. I do not want to get into an economic debate, but let us say that carrier "X" is hauling your finished product and you are also using carrier "Y", which is another type of transport, and carrier "X" is making more money at the present time than carrier "Y", and if he finds added costs, he might prefer to reduce his profits rather than pass it on; otherwise, you would give more business to carrier "Y".

MR. IRVINE: It would depend largely on the service which could be provided.

MR. MANLEY: Mr. McLennan, would you care to say something?

MR. McLENNAN: No, I do not think so, Mr. Manley, at this time.

MR. MANLEY: Mr. Rowe, have you any comments you would like to make?

MR. ROWE: Mr. Chairman and gentlemen; we heartily endorse the stand taken by the Eastern Ontario Development Association regarding toll roads.

In the last six months, the Hydro has been official host to 210,000 visitors. That is only those who have been invited. Hydro itself estimates at least three times that number. The Seaway Authority will soon be setting rock for a high-level bridge to the American shore. The traffic which will come over the bridge will be terrific, and there is no other way of getting onto the highway.

We have no plans made for that traffic. We have no northbound access to Ottawa. We have, in the past, asked the provincial government to find it possible to take over the New York Central Railroad's roadbed which has been recently abandoned, and would it be possible for this Committee to establish a toll road over the New York Central Railroad's roadbed? If that is not done, we probably will not have a road for the next twenty years.

The expenditures in the next twenty years will not include more roads, and the Eastern Ontario Development Association would like another system of toll roads.

MR. MacDONALD: Which includes Highway No. 401?

MR. ROWE: Yes, but that does not get them into Ottawa. We have no way of getting them there.

MR. MacDONALD: They have to go west to Morrisburg?

MR. ROWE: Yes, and over Highway No. 41, on down to Highway No. 17.

THE CHAIRMAN: Have you any idea of the traffic potential?

MR. ROWE: The mere fact that this development is at a very early stage, with, at least, 600,000 visitors in six months, I do not think it is too much to expect it will double next year.

THE CHAIRMAN: You mentioned specifically Ottawa and Cornwall being linked together. Have you made any estimate as to what the traffic on such a road would be?

MR. ROWE: I think the existing traffic would be an accurate yardstick. Our traffic now turns east and goes to Quebec, and it does not get into our back country, and I think a road would help to develop that.

THE CHAIRMAN: They have roads now from Ottawa to Montreal on both sides of the river, have they not?

MR. ROWE: That is right.

THE CHAIRMAN: One on the Ontario side, and one on the Quebec side?

MR. ROWE: Yes.

THE CHAIRMAN: Did you make any estimate, or do you think it is a good idea?

MR. ROWE: We have asked the department to help us estimate it.

Certainly, with these two high-level bridges, one of which will be open quite rapidly, we will have direct access to the American highways, but there is absolutely no connecting link with Toronto, other than Highway No. 2.

MR. MacDONALD: Has there been any breakdown of this figure of 600,000 as to where they come from and what proportion comes from the United States?

MR. ROWE: The unofficial figure by Hydro is roughly 40 percent. American cars.

MR. AULD: Could you give us any opinion of whether there has been any consideration given to the effect on the American tourists of increasing the gasoline tax, particularly since New York State is a relatively low-gasoline-tax State?

MR. ROWE: I do not think it would make much difference. We get the odd comment about the terrific price of gasoline in Ontario, but we point out that ours is a 25 percent. larger gallon. I do not think they would object to paying more for gasoline than they do in New York.

MR. MANLEY: Mr. Chairman, this road is very important, as far as I am concerned, because we will have this new bridge coming from the American side, and with the power development which will take place, I expect there will be a great deal of industry which will settle here, when the development is completed. With the annexation to Cornwall of different parts of the township, we will have a population of about 40,000 people by January 1st of next year, and it seems fair to me, and to the residents of this district, that they should have a direct route connecting Cornwall and Ottawa, our capital city.

As was pointed out, there is quite a large tourist traffic which will develop.

The hon. Premier of the province has told us there will be a park system here comparable to the Niagara Parks system. That will be an added attraction after the development is completed, and it will be an inducement for people to come here and spend a few days or week-ends, or what-have-you.

I think if there was a direct route, the tourists could then get to the capital, and many of them will then visit the city of Ottawa.

At the present time, they have to go to Morrisburg and take Highway No. 31 into Ottawa, or go

east and go through Alexandria. I think it is important to the area here that the roads be improved. That is necessary, because when you get back into Russell, which is a more or less populous area, they really require at least one good road.

If we are going to develop the country to the north of us, it is essential that we have outlets going to these various centres.

When the development is completed, we will have quite an influx of people coming here and residing in Ontario. We expect more industry to be established here, and there will be a much larger market than at the present time, and a good road is essential to industry, not only as was pointed out at some of our meetings throughout the province of Ontario, if they have a good road they can send their products to different markets.

I want to make a special plea to this Committee to recommend that there be a good road constructed between here and Ottawa, serving these eastern Ontario communities.

I have said that in the House, and my friend, Mr. Villeneuve, of Glengarry, has backed me up, and I think Mr. Cass has also.

I think they are aware of the importance of

this road, and the sooner ~~it~~ it is established, the better.

It has been pointed out that the New York Central line will be discontinued, and I can see where it is the most economical road to take to Ottawa, but I do not think we are too much concerned with having it follow the New York Central route, or where it is, as long as it is going from one important centre, like Ottawa, to Cornwall.

MR. ROOT: Mr. Chairman, I can agree with Mr. Manley's sentiments. We have the same problem in my riding. We found the same thing in regard to the Head of the Lakes.

To me, that is the problem with which we are confronted, and we want the roads, but we have to think of this backlog of work which now amounts to \$920 million, and that applies to the King's Highway system.

You want Highway No. 401 completed. If that was completed, it would take \$200 million from the backlog, and there would still be a backlog amounting to approximately \$750 million.

It will require about \$320 million to bring the King's Highways up to standard, and there are 720 bridge structures which should be replaced; there is an estimated \$50 million to salvage the Queen Elizabeth Way from becoming a city street.

If we do not get into the backlog pretty soon, in the next ten years it will increase by another \$360 million, without taking any of the present backlog.

Where will we get the money? From toll roads? From the ton-mile tax? From increasing the gasoline tax? From increasing the registration fees?

What would the people of this area think about where the additional money will come from to overcome the backlog?

I have driven over a highway nine miles from where I live since 1937, and it still is a gravel road. I can take you over bridges with a five-ton gross weight allowed.

What do you think is the most practical way of overtaking the backlog? The Department assumes it is toll roads; somebody else says it is the weight-mile tax.

MR. CHILD: Have you any thoughts on these four which have been suggested, namely, the toll road, the gasoline tax increase, the registration fees, or the weight-mile tax? Have you considered a 25-cent increase in the tax on liquor? I am only suggesting another way than from highways. It does not necessarily have to be a toll road, or anything connected with them.

Have you any suggestions to make?

MR. ROWE: We are considering this tremendous backlog, which has to be taken care of, and toll roads might be the answer, and they would at least pay for the interest and upkeep, and perhaps in twelve or fifteen years, when the backlog is taken care of, the province might take them over.

We should find some solution to get the roads we need. We are not throwing out the backlog.

THE CHAIRMAN: Would the Warden, Mr. Ouderkirk, care to say a word at this time?

MR. OUDERKIRK: Mr. Chairman and gentlemen; first, I would like to welcome you here on behalf of the county. I am rather disappointed there are not more here.

As far as toll roads are concerned, I, frankly, know nothing about them. There was talk a little while ago about trucks on these toll roads.

A few weeks ago, I came down from Buffalo through Syracuse on their Thruway, and I did make the remark then that I did not think we passed, in the three or four hours we were on the Thruway, a tractor-trailer on the highway at all. We passed three or four little light trucks.

I made the remark then that that was not the solution. They do not seem to be using the road very,

very much.

As far as the road goes; I am quite sure the people here would like roads, but we do not want to get something that we will be marooned on for perhaps some considerable time.

The remark was made a little while ago by Mr. Manley about taking you to see the Seaway, and I would advise him to take you for a little trip over our roads which the Seaway has destroyed.

I know the people are in favour of toll roads, and if it came to the fine point, I do not think they would object to a charge.

MR. VILLENEUVE, M.P.P.: Mr. Ouderkirk, do you not believe that, generally speaking, with people knowing the true picture of what confronts the Authority, would not be willing to pay for a better service, whether by way of an increase in the gasoline tax, a toll road, or whatever it may be.

I think that is how they feel, and they would like to receive a general idea of where to apply it.

MR. OUDERKIRK: If the worst comes to the worst, I think they would "go along" with a toll road. We really need some roads here.

MR. MANLEY: In other words, Mr. Ouderkirk, you are of the opinion that the local people, if they

can get the roads which are necessary, will be willing to pay a little more?

MR. OUDERKIRK: Exactly.

MR. VILLENEUVE, M.P.P.: And pay for the services.

MR. MCLENNAN: Mr. Chairman, I have but very little to say, as I see the time is getting on.

I have been a member of the local Roads Committee of the counties for a number of years, and we have problems of various kinds, perhaps temporary ones now, on account of the construction which is going on, but I think the important problem in this area at the present time is to get some outlet for the through traffic.

I think you mentioned, Mr. Chairman, that you have slept alongside the traffic the last couple of nights, and it may be worse right here in Cornwall. It seems to be a bottleneck for the east-west traffic, and you have noticed, from the diversion on No. 2 Highway, that the people know this bottleneck exists in Cornwall, and the transports are trying to avoid it by spreading out on other roads to the north.

We find it is creating quite a problem on some of our other roads.

I think the need in this area -- not only for

Cornwall, but all the towns and villages along No. 2 Highway -- is to get some outlet for the through traffic, and that there should be necessarily a north-south outlet, about which Mr. Manley has spoken, and which has been mentioned by some of the others.

When the project here is completed, I think we will have to receive very serious consideration.

I think the first, and the most pressing problem now, is to get the east-west traffic rolling through, with as little obstruction as possible, and then the north-south outlet.

I was quite interested in listening to the speaker for the Eastern Ontario Development Association. These people are doing a grand job.

There are naturally a number of headaches for those of us who are elected, in one way or another. They tell us what the people would like to have, and leave it up to those of us who are elected to find ways and means of finding the money. I think they might "go along" with that, and make suggestions about where this money is coming from.

MR. SONES: We are all taxpayers here in Ontario. We all object to higher taxes. Has there ever been an occasion when there has been a mass revolt?

I am certain the people of Ontario are in my

own position, and if the thing is explained thoroughly -- and it seems to be the position of government to explain things, and not hide them as was done many, many years ago -- I think we all will become more familiar with the governmental problems.

When you mention "\$200 million", it does not matter, when it is brought to our attention, and properly explained, and I am certain the people of Ontario, or Canada, well recognize the necessity for it, and recognize that development, in turn, will enhance the benefits to their lives, and enable them to pay for this development.

Without roads, we cannot progress. They are a prime necessity.

I think that none of us will get too much, but we are enjoying life on a par with anything in this world today, and I am sure that none of us want to go below that.

MR. MacDONALD: I do not know to whom this question should be directed, but I lived in eastern Ontario for thirteen years, and many times I have heard from people that one of the long-desired things is a highway running north directly from the Ivy Lea bridge so that you do not run into a dead end around Perth.

MR. SONES: I must apologize for being so

often on my feet. That is also in the brief. That reads as follows:

" The Toll Road Authority should take over from and reimburse the Department of Highways for such highways as the one from Toronto to Barrie, the Queen Elizabeth Way from Highland Creek to Newcastle, and the new non-access highway presently being constructed from Windsor to Toronto.

It is our belief that the limit has been reached in the level of gasoline taxes and registration fees, and the Department of Highways in order to provide the regular King's Highways required by the more sparsely populated portions of the province, should not and cannot be expected to pay for deluxe facilities.

Additionally, the proposed expressway through Toronto whose cost has been estimated at \$50,000,000, might properly be the responsibility of this Toll Authority.

Traffic counts are not available to us in drawing up this brief so that we might adequately prove the ability of these roads to carry themselves from a financial standpoint, but, on the other hand, a great deal of information in

this respect is available from the actual experience of many American States. It is interesting to note that the tolls range from one cent to three cents a mile, and that it will soon be possible to travel from Chicago to Miami by toll road; from Chicago to New Orleans; Boston to New York, or from New York to Buffalo.

Probably this statement from an Automobile Association Official is truly indicative of the feeling of motorists with regard to this type of facility: 'Motorists would scream if you suggest raising the gas tax by one cent per gallon to build better roads; yet they are happy to pay what amounts to much more per gallon on the toll roads.'

A vast amount of material is available on this subject, and we are sure it has been studied by engineers of your department. Therefore, in concluding this part of the brief, we would like to repeat that we are aware of the good intent and purpose you and your department have concerning the roads in Eastern Ontario (as evidenced by your recent announcements concerning the rebuilding of some of our roads) but are of

the opinion that your intentions are being frustrated by a lack of the necessary funds and the suggestion made herein was based on a method of securing these funds which we think is perfectly feasible."

How does that stack up in terms of importance, if you look at the whole of eastern Ontario, as a road running from Cornwall to Ottawa?

MR. VILLENEUVE, M.P.P.: It may be all right from a tourist point of view for certain periods of the year, but for immediate needs for 365 days a year, there is no comparison, because here you are going from one important centre to the capital city. The general travel would be much more than simply in the area you mentioned.

MR. SOLWAY: I am "pinch-hitting" for Mr. Warren, of the Retail Merchants of Greater Cornwall. I came down here more or less to listen to what is occurring, but it did strike me that one of the prime factors which should be taken into consideration is the ^{actual} problem as it relates to Cornwall. Actually, the representatives of the merchants on many occasions come in contact with 90 percent. of the American tourists, and there are two thoughts I would like to leave with you. The first is regarding the city itself, and I

am sorry to say there is nobody here from the city.

The Seaway has^{created}/great difficulty, and we feel that the situation will become worse. I do not see any chance of it improving.

One gentleman said the Seaway traffic should be kept moving. I agree. Cornwall will be a much bigger city, when we start getting a larger number of tourists into this particular area. We want the American tourists right here. This is quite a gateway, and they are on their way to Quebec or Toronto, and we want them to go by way of Cornwall.

They can enter by way of the Roosevelt bridge, and there will be a larger entry of tourists when we have this high-level bridge, which could keep the traffic coming.

I will appeal to your chauvinistic sense. I understand that all the accesses built toward the Seaway, are on a certain level, and they will be on a different level when they cross the bridge, and strike our Highway No. 2.

I can give you this instance: I had an American say to me that with the exception of some of the traffic in the city of Boston, there is nothing to equal the congestion they find on No. 2 Highway, with the trucks running on it.

Speaking for my group, we do not care how you raise the money. Mr. Sones said eventually it would be a tax on the business people, but it is like the toothache; if you have it long enough, you almost get to enjoy it.

So we do not care what you do, but for the love of Heaven, do it fast.

No. 2 is a lasting disgrace to this portion of the province. As Mr. Sones said, it is basically a life hazard, and something should be done to alleviate it.

That is strictly our feeling, and the feeling of the community at large.

I think you know there is a certain optimum of roads you need, and we are in desperate need for a road from Morrisburg to the Quebec border, as you probably have seen.

THE CHAIRMAN: Thank you, Mr. Solway.

MR. AULD: I, myself, find it almost impossible to point out a comparison of our highways with those in the United States, as we have to realize the magnitude of the Federal aid programme in the United States, in relation to the county and what they call "the farm-to-market roads", and there now probably will be an inclination to increase their roads.

THE CHAIRMAN: Just to keep the thing in perspective, the road budget for the State of New York is approximately the same as for the province of Ontario.

MR. AULD: And the mileage is approximately the same.

THE CHAIRMAN: They draw their revenue from the number of people who live in New York city, and we draw ours from the people who live in Ontario.

We are so horribly spread out; we have "toothaches" all over this province with tremendous pressure from every section of the province, because we do cover such a tremendous area, pressure for remedies to their roads' situation.

We have received a very impassioned plea, and I have no doubt it made a fair impression on the members of the Committee.

MR. MCGILLIVRAY: Mr. Chairman and gentlemen; I was very glad to be able to come down. At first, I was not coming, but I heard a great deal of discussion and I do not know too much about toll roads, but I know that the traffic through this area is terrible, and every day it is getting worse, with the transports coming back north to our district, and wearing out our roads, and they claim it is better than going through the city of Cornwall.

I feel there should be some way of raising money -- I am speaking for myself, and for no constituency -- but I know the people feel that if they get the service on the roads, they do not mind paying for them, and if there was some way of putting an extra tax on gasoline, you would secure more money. That is my feeling, and that of my people. If you give them service, they do not mind paying for it.

MR. MANLEY: I notice outside the rail we have Mr. McEwen, the Reeve of Maxville village.

MR. McEWEN: I do not live too close to Cornwall. I feel we have not too much trouble with the traffic back there. It is quite a distance from this village.

But in regard to this toll road traffic; I do not know whether it will work or not, but we have to have roads, as Mr. McGillivray has said, and I think maybe the people are quite satisfied to do anything they can to get the traffic through their district, and to take care of it the best way they can.

I do not know much about toll roads, as I have said.

In regard to the gasoline tax and one thing and another: I figure that outside the municipality -- outside of Cornwall -- where I come from, and possibly

Mr. McGillivray too; that we contribute from the gasoline tax to other things, and we are in a district where the roads go through, on which this traffic is to be taken care of.

I think myself, as Mr. McGillivray has said, that the people are satisfied to pay their share if they know just how it is going.

I feel in a small municipality like ours, if we are paying the gasoline tax and everything else, is this toll-road traffic going to help us or hurt us?

I figure definitely there has to be something done, and I thought possibly that toll traffic along certain roads might be a good thing.

I feel the people who are employed to investigate this matter know more about it than we do.

THE CHAIRMAN: Thank you, Mr. McEwen.

Is there any further comment?

MR. MANLEY: Since we started our proceedings, I have noticed our Federal member has come into the room, Mr. Alfred Levigne, the Federal member for the County of Stormont, who lives in Cornwall, and I am sure he is interested in the proceedings of the Committee, and I wonder if he would like to say a few words to us at this time.

MR. LEVIGNE, M.P.: Mr. Chairman, Mr. Manley,

and gentlemen; I came here this morning to observe, and not as a commentator, and I have enjoyed the remarks of those who have taken part in the discussions, and especially the brief presented by Mr. Sones, for the Eastern Ontario Development Association.

I understand their feelings, and that of other groups and associations, knowing that they are concerned with certain problems.

I have had the experience of listening to some of their recommendations, such as were mentioned here, which may not solve the problem financially, but it brings suggestions before the government and provides material for study.

They have shown great interest in roads, because in this area, is the connecting link between Montreal and Toronto.

My contribution would be to ask that the Eastern Ontario group be given the right to assist in regard to road difficulties in other parts of the province.

But you must also consider that we have to bear with the heavy traffic which is created at Montreal and Toronto, as far as licensing is concerned. For instance, on this road, as you have heard, there is very heavy traffic. No. 2 highway is really a city

street which they are using, and they get a 30 percent. grant from the provincial government to help them along, but the road is in very poor condition. It costs a great deal of money to keep it up, and that money is finally charged to the property owners of the city of Cornwall.

We have the same problem at all levels of government, and we find that the municipalities always want to turn their loads over to the County Council, and the County Council wants to turn them over to the provincial government, and now the provincial government would like to turn something over to Ottawa. I think that situation will never change.

I was very glad to hear the comments of those here this morning, some of whom were very frank.

I think the cheapest way is the normal way. We have a very beautiful bridge built from Valleyfield to the north shore of the Soulanges Canal, and I have heard remarks made that there should be a toll charge for the use of that bridge.

There may be a good reason for not doing it. I do not think they would collect enough to pay the toll men. So you have to be sure there will be enough traffic to pay for a toll road.

If you have a toll road, and another good

access highway, you will find the truckers will, for financial reasons, use the cheapest way to get from one place to another. These are all things we have to consider.

I had the pleasure of driving to my point of destination a great deal faster on the Thruway, and the drive was much more pleasant. But I also noticed that on the free road, there was a great deal of traffic, and we have to have a great deal of traffic to be able to support a toll road.

That is about as much as I can say. I just learned of this Committee coming to Cornwall, and I would like to thank Mr. Manley for letting me know about this meeting.

I am not too familiar with toll roads. I did travel on some of them and my experience was good, but I would like to warn you that you be sure you have enough traffic to warrant a toll road.

THE CHAIRMAN: Thank you, Mr. Levigne. Are there any further comments?

MR. AULD: Could I say one word, Mr. Chairman?

THE CHAIRMAN: Yes, Mr. Auld; proceed.

MR. AULD: I would like to say to Mr. McGillivray that, aside from the condition of some of these roads, I think these united counties can be proud of the fact

that they are one of the few in the province which have their roads well marked. It is a great convenience to those who do not live in the county.

MR. VILLENEUVE, M.P.P.: Just briefly in connection with the completion of Highway No. 401, I want to say something in defence of the "Powers that Be" of the province, and that is, that the survey just north of the city was not, as the engineer had stressed, at first satisfactory to the township. However, it met with the approval of the city authorities.

Now, annexation has taken place, and the last word I received from the hon. Minister is that the road has been held up to determine where it should be located for three years, but the work will be proceeded with as rapidly as possible.

You can understand, when going through an area, that you will receive two different thoughts from the municipal level. It is quite all right to blame the senior government to some extent, as it is "paying the shot".

These are some of the local problems we want to keep fresh in our minds, and should not put it on somebody else's shoulders.

As far as this group is concerned; they are interested in seeing good roads in every portion of the

province.

I appreciated the brief very much. There are members sitting on this Committee who live in densely-populated areas, and I would ask them to just stop a moment and give it a little thought. If you were their representative, from that particular area-- you mentioned Barrie and Toronto, and a portion of the Queen Elizabeth Way, when what you really meant was Highway No. 401 -- if you were in the Legislature, could you go to your constituents and say, "You are going to pay toll, but it is free over the rest of the province."?

These are some of the complexities which must be weighed, and must be considered.

I think the whole problem is the lack of money to do the job. It does not matter whom you see, or where you see them, when you are out trying to increase revenues from the public at large, it becomes almost a triangular problem, and the members of this Committee are trying to ascertain the best way to solve that problem, with the least pain.

MR. CHILD: Has any discussion been had amongst the private members making up the Federal government in regard to our roads being used for defence purposes, if necessary?

MR. LEVIGNE, M.P.: It is a matter of opinion, as to how the roads should be defended.

Our attention has been mostly on the Trans-Canada Highway, since its construction was started.

But, in Ontario, if we have to accept too many roads, the Federal government has designated the area to be defended as a "military area".

Outside of that, we have not discussed it to any great extent.

MR. CHILD: I have been up in the vulnerable area, and you can have a transport drop anti-aircraft equipment to protect industrial areas, but somebody has to pay for the road to take the equipment to that particular area.

MR. LEVIGNE, M.P.: That has not come up, as yet.

MR. AULD: Perhaps this is not a fair question, but may I ask if you are in a position to comment on something which has interested all members of this Committee.

In 1919, the Canada Highway Act was passed, which authorized the Federal government to contribute to provincial highways. That was in operation until 1928. It may not be a question you are in a position to answer, but I was wondering whether a Minister, or

a private member, has given any thought to something similar.

MR. LEVIGNE, M.P.: I cannot go back to 1919. From what I have known from my associations at Ottawa, we are concerned especially with the matter of the Trans-Canada Highway.

There are sections in the province where it is not feasible to continue a road to the border, and the other provinces may say it is not feasible, but there is no revenue from there.

MR. AULD: And the Federal government is contributing only about 10 percent. of what it is collecting from the motorists.

MR. LEVIGNE, M.P.: That is a matter of opinion. I will take your word for it today. When you are sitting in opposition, you can always find fault if it does not contribute very much to the financial aspect of the prospect, it always makes a contribution.

MR. MacDONALD: I think there is this one point which should be brought out. Unfortunately, it may be said that no province in Canada is getting less help than Ontario, as far as the other provinces are concerned. If that is the reason why the Trans-Canada is going through an area where our smallest problems

exist, that is one thing.

We are not arguing we should not have this road through northern Ontario. It is good, and is necessary, but that road, in a whole year, will not carry as much traffic as the Queen Elizabeth Way carries on a Labour Day weekend.

MR. LEVIGNE, M.P.: I will agree with you, but as far as revenue is concerned, I do not mean only the gasoline tax or the registration fees. There are other forms of revenue. You have the International Nickel, which is a very large concern. The development of the whole area depends on the accessibility of highways.

MR. AULD: We should not pursue this, really --

THE CHAIRMAN: Then do not. If you should not, do not.

MR. AULD: The question is, I may say, that the level of government which benefits most from the operation of that same company, is not ourselves.

MR. LEVIGNE, M.P.: That depends on how far you want to go.

THE CHAIRMAN: Gentlemen, I may say we have left the topic of toll roads, and I do not intend to let this discussion go any further.

This has been a very pleasant meeting; everything

which has been said has been recorded by our reporter, and when we come to make up our minds -- and we are in the unfortunate position of having to make up our minds one way or another sooner or later -- the discussions this morning will be considered, and we are grateful to you for taking time during the working day to give us the benefit of your views.

If there is nothing further, this meeting is adjourned.

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---Whereupon at 1:10 o'clock p.m., the further proceedings of this Committee adjourned until Thursday, November 1st, 1956, at 11:00 o'clock a.m.

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P R O C E E D I N G S

of the

SELECT COMMITTEE APPOINTED BY THE LEGISLATURE OF
THE PROVINCE OF ONTARIO TO ENQUIRE INTO AND REPORT
UPON MATTERS IN CONNECTION WITH TOLL ROADS IN THE
PROVINCE.

Mr. J. P. Robarts, Q.C., Chairman.

Mr. D. J. Collins, Secretary.

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VOLUME XXXIV

Thursday, November 1st, 1956,

TORONTO, Ont.

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R. C. Sturgeon,
Official Reporter,
Parliament Buildings,
Toronto, Ontario.

T H I R T Y - F O U R T H D A Y

Toronto, Ontario,
Thursday, November 1st, 1956,
11:00 o'clock, am.

- - - -

The further proceedings of this Committee
reconvened pursuant to adjournment.

Mr. J. P. Robarts, Q.C., Chairman,
Presiding.

PRESENT:

Messrs. Auld,
Sandercock,
Mackenzie,
Child,
Root,
Yaremko, Q.C.,
Manley,
MacDonald,
Mr. D. J. Collins, Secretary.

APPEARANCES:

Mr. R. B. Venning,	President, Ontario Motor League, St. Thomas, Ont
Mr. A. R. Morrison,	Past President, Canadian Automobile Association, London, Ont.

Mr. W. B. Hastings,	General Manager, Ontario Motor League. and Vice- President, Canadian Automobile Association, Toronto.
Mr. H. J. Fairhead,	Past-President, Ontario Motor League, Toronto.

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THE CHAIRMAN: Gentlemen, we will come to order and commence our meeting. We are only seventeen minutes late, which is something of a record for this Committee.

The first item of business is to congratulate Major Mackenzie on the 70th anniversary of his birth, which he is celebrating today. (Applause).

MR. MACKENZIE: Thank you very much, Mr. Chairman and gentlemen.

THE CHAIRMAN: We are here today specifically to receive representations from the Ontario Motor League. There is a brief which has been prepared, I believe, and I think every member has a copy.

After we have finished our discussions, I would like the members of the Committee to remain as there are a few other items of business to be dealt with at that time.

Mr. Hastings has been before this Committee

before, he knows our procedure, and we know his approach, so, without further ado, Mr. Hastings, I will ask you to please come forward.

MR. HASTINGS: Yes, Mr. Chairman.

WARREN B. HASTINGS,

General Manager, Ontario Motor League, Vice-President, Canadian Automobile Association, having been previously heard, and now re-appearing, but not being sworn, continues his testimony as follows:

BY THE CHAIRMAN:

Q. Mr. Hastings, if you would just proceed in your own way.

A. Mr. Chairman and gentlemen of the Committee; I thank you for this opportunity of appearing before you and before I begin to read my commentary, which is supplemental to the one I presented before, may I introduce the members of the delegation who are with me.

On my left, is Mr. R. B. Venning, of St. Thomas, who is the President of the Ontario Motor League, and Past-President of the Canadian Automobile Association.

Next to him is Mr. Fairhead, Past-President of the Ontario Motor League, and Honorary President of the Ontario Motor Truck Owners Association.

Then, next to him, is Mr. A. R. Morrison, of

London, Past-President of the Ontario Motor League, and immediate Past-President of the Canadian Automobile Association.

Shall I proceed, Mr. Chairman?

Q. Yes, sir, if you will, please.

A. The text of this commentary is as follows:

" That the death knell has been tolled for Toll Highway construction generally in the United States was the most emphatic assertion made by Russell E. Singer, A.A.A. Executive Vice President, in the course of his eloquent Annual Report to the American Automobile Association's recent Annual Meeting in Pittsburgh. That statement was featured in the Association's official convention daily newspaper 'Today', September 19th, under a three-column heading which read: 'End of Toll Road Construction Forecast by Singer in Annual Report'.

Scarcely less significant was the fact that Toll Roads had no place on the program of the Canadian Good Roads Association's Annual Meeting held the week of October 1st, in the city of Quebec. There were three speakers on Toll Roads at the Annual Meeting of the Canadian Good Roads Association last year at Banff Springs. One of these, Kermit B. Rykken of Washington, D.C., predicted that

President Eisenhower's Highway Bill amended, would be passed and prove the coup-de-grace of Toll Highway construction in the United States. In that at least he has proved to be anything but a false prophet.

Even before that prediction, the indications were multiplying that the Toll Road epidemic was subsiding. The failure of Tolls to yield anything like the predicted revenue in several instances had its inevitable effect. Many projected issues of revenue bonds were withheld from the market. A number of leading tollway projects were put in 'deep freezes' where most, if not all of them will remain indefinitely.

June 9th, the Kiplinger Washington Letter reported:

'Toll Roads are On The Way Out. Big new Federal Highway program provides no money for new Toll Roads and Congress has ordered a study to see how those now in operation can be converted to toll-free roads. In the end, Government probably will buy up Toll Roads and make them free.'

'United States News and Report' in its issue of July 13th, ran a feature article headed:

'Toll-Road Era Coming to its End'. The drop head starts:

'All over the country, plans for hundreds of miles of new Toll Roads are being scrapped.'

The article stated that the proposed Toll Roads in the U.S. at that time totalled 4,874 miles in length, the estimated construction cost of which was \$5.6 billion, but indicated that these projected Tollways "may never be built".'

It is not many months ago that among the alleged advantages of the proposed Windsor-Fort Erie Tollway was that it would provide a short cut linkage of the Michigan Turnpike and the New York State Thruway. The Detroit Free Press in its issue of August 21st, at the top of its front page, under a four-column heading: 'Turnpike Out: 'Fire' Two Aides' ran a feature story, the introduction to which was:

'The Michigan Turnpike Authority all but went out of business Monday. The Authority adjourned without fixing a date for another meeting. It was generally agreed that the meeting virtually washed up any chances for Turnpikes in Michigan. It was considered significant that there were no representatives of finance and bond companies at

the meeting for the first time since the Authority was created. . .'

The 'Investor's Reader' on page 1 of its issue of October 3rd, stated in part:

'After the indiscriminate popularity enjoyed by Toll Roads and other revenue issues in recent years, some investors now find cause for less enthusiastic second thoughts. Revenues in a number of projects have failed to come up to expectations; a few even appear to face serious difficulties in meeting interest requirements under prevailing conditions.

A case in point is the West Virginia Turnpike which in August enjoyed its second best month since its opening two years ago. Even so, only 193,000 vehicles rolled over the Pike. . . a mere 3% gain over August, 1955.

What is more, total revenues collected for the month came to only \$311,000. Meanwhile, interest requirements on the Toll Road run at the rate of \$427,000 a month. The impact of this dismal arithmetic is reflected in the market for the Turnpike bonds; the 3 3/4s due 1989 now trade around 62, the 4 1/8s around 70.'

Earlier the Whaley-Eaton U.S. Investment Service

declared that Toll Roads had had their day in the United States, and predicted that no more of them would be built there at least for many years. Previously the Moneter inquired is this 'the twilight of the Toll Roads?' in referring to the sorry plight of the Tollways as a result of the gross overestimates of Toll revenues from commercial traffic on not only the West Virginia Toll Turnpike, the Ohio Tollway and the New York Thruway, but also on the extensions to the New Jersey Turnpike and the Pennsylvania Turnpike.

Several if not all of these have substantially cut their truck rates in the hope of attracting the truck traffic they had counted on, but which failed to materialize. About the same time the New York Times stated the the United States Tollways had entered the 'Disillusion Phase'.

In an editorial that quoted both the Moneter and Times, the Financial Post stated in part:

'Provincial authorities in Canada have approached the Toll Roads business with caution. In the United States, those most concerned are now taking a second and more careful look. Some of the American roads are not earning nearly as much as was anticipated. . .'

and adds that others 'are experiencing a substantial decrease in revenue'. It concludes with the admonition:

'It won't do us any harm and it might save us a lot of money and headaches if we simply watch the costly U.S. experiment a little longer.'

It will be recalled that about a year ago the Wall Street Journal and Barron's both ran feature articles on 'Toll Roads' which served as storm signals on what impended for them.

Some authorities in the United States are convinced that the Tollways 'in being' will be purchased and integrated as freeways in the prodigious National System of Interstate and Defense Highways which has been described as the greatest peacetime public-works program ever authorized. The system will link practically all the leading centres of the United States and total 41,000 miles in length.

Federal aid will pay 90 percent. or approximately \$25 billion of its cost, the balance of 10 percent. being borne by the States. If the proposal to integrate the Toll Highways in the system is implemented, it will be despite the opposition of

administrators, on one hand, who seek to be self-perpetuating and on the other,,of those who are opposed to using public funds to purchase at a premium the most costly of road facilities.

Some time ago an Associated Press despatch indicated how commissioners of some Toll facilities regard the latter as permanent installations. A report by investigators to the Governors of New Jersey and Pennsylvania of alleged lavish spending and improper payment of salaries by the Delaware River Joint Toll Bridge Commission, stated that a member of the Commission, when asked why he purchased \$4,346.00 worth of Lennox china, replied that the china and other expensive furnishings were needed because of the offices of the Commission were set up with an eye to '100 years in the future'.

The financing and construction of a number of the Toll facilities have been far from immaculate and fragrant. The 'granddaddy' of modern Tollways - the Pennsylvania Turnpike -- is apparently no exception in this respect.

Some time ago, Governor Leader of Pennsylvania, charged that turnpike contracts with one company totalling twenty millions of dollars involved 'one of the greatest public swindles of all time'.

The Corporation involved, the Governor alleged, was started with \$4,300, adding that one of its organizers, a cousin of its President, was the son of the then Chairman of the Turnpike Commission, T.J. Evans.

It may be recalled that a couple of years ago a Florida Toll Facility Commission was fired holus-bolus.

Among other allegations against this authority was that its Chairman had been the recipient of a mansion, including not only a swimming pool, but also a private harbour for yachts of members of his family and friends -- a princely 'gift' even in the fantasia of Florida's floral meads.

There are other instances of corruption and of prodigal spending that might be cited, but enough has been said to indicate that Toll Roads merit considerably less than the exuberant adulation they are given by their enthusiastic proponents.

It appears that they are definitely on the way out in the United States, despite some frenzied attempts to perpetuate them. In these circumstances, would not the demerits of establishing Tollways in Ontario even more outweigh their merits than formerly? It has been Ontario's proud boast that

it has 80,000 miles of 'Toll-free' roads. Let the warrant for that boast be not compromised, to the detriment of Ontario's prestige, to say nothing of its lucrative tourist traffic and fair-play repute.

The number of anomalous and paradoxical arguments in favour of Toll Roads multiply, but their numbers make them neither more convincing nor less absurd.

October 12th the Eastern Ontario Development Association stated to Prime Minister Frost and Members of the Provincial Cabinet that there is a definite need for the extension of the provincial highway system throughout Eastern Ontario, and declared that the process of doing so could be accelerated by the adoption of Toll Roads. The brief added:

'It is our belief that the limit has been reached on the level of gasoline taxes and registration fees', and suggested that the Barrie Highway, Highway 401 from Highland Creek to Newcastle, and Toronto's Lake Shore Expressway be made Toll Roads. The brief said:

'The Department of Highways in order to provide regular highways required by the more sparsely

populated areas should not and cannot be expected to pay for deluxe four-lane facilities.'

The brief in that respect was reminiscent of the more flamboyant submission by Gordon Murray, a Westminster Township Councillor, to the Select Committee on Toll Roads at its meeting in London, September 13th. He urged that all four-lane highways in Ontario, including 400, 401 and the Queen Elizabeth Way be made Toll Roads. Councillor Murray stated that Toll revenue from these highways could be used to improve municipal and county roads which today 'are a burden on real estate'.

October 22nd representations made to this Committee included the proposal that municipalities be permitted to build urban expressways as Tollways. Hamilton made a similar proposal a year or two ago.

Half a decade or more ago Allan Lamport, then Mayor of Toronto, and now Chairman of the Toronto Transit Commission, suggested that the Toronto Lakeshore Expressway be constructed as a Tollway. The redoubtable Chairman of Metropolitan Toronto, Frederick G. Gardiner, QC., indicated that such proposals are preposterous. A multiplicity of ingress and egress points with toll gates would result in such 'consternation

and confusion' of traffic as to make the designation 'Expressway' a ridiculous misnomer.

Metro's Lakeshore Expressway is designed to have an 100,000 vehicle per day capacity. Just why these vehicles should pay tolls to defray, in part, the cost of the projected highway system in Eastern Ontario, is something that the special pleader of the Eastern Ontario Development Association did not state.

A demagogic piece of sophistry is the mentioned declaration:

'The Department of Highways in order to provide regular highways required by the more sparsely populated areas should not and cannot be expected to pay for deluxe four-lane facilities.'

The cost of our controlled-access highways per user and per beneficiary is far less than the cost of the 'regular' highways required by the more sparsely-populated areas. . .'

One wonders how the Tollway advocates who assert that 'the limit has been reached on the level of gasoline taxes and registration fees' reconcile with that assertion the fact that the tolls of Tollways are the equivalent of an additional gasoline tax, ranging from about double to quadruple

or more Ontario's gas tax per gallon.

A number of the proponents of Tollways have indicated that their advocacy of them is to the end of obtaining larger subventions from the Department of Highways for municipalities, a form of parasitism at the expense of motorists who are already the most heavily taxed of any major category of Canadians.

Although the provincial subventions for municipalities are at an all-time peak, so are their importunistic pleas for more and more.

Many weeks ago the Financial Post warned: 'Brace yourself for a long, loud scream for road-building help . . . from Canada's traffic-dazed municipalities. The shout for financial aid may reach a prolonged crescendo during and after the Hamilton Convention of Canadian Federation of Mayors and Municipalities . . . The probability of a Federal Election next year makes it well timed for effectiveness'.

Well, that convention and others have passed and the end of the tumult and shouting is not yet. It has been confused and misdirected. The target has been provincial administrations when it

should have been the Federal Government, which is egregiously the supreme parasitic villian of the piece.

The municipalities collectively have not entered court with clean hands. Their assessments are still not standardized. Many of them have yet to be rationalized and made realistic. The claim of some of them that their property owners are 'taxed to capacity', as such, has been categorically denied by one of their most effective spokesmen, Prof. Anthony Adamson, of the University of Toronto. Indeed isn't it a matter of common knowledge that relative to the purchasing power of the dollar property taxes in some urban centres at least are substantially lower than they were at the nadir of the depression? Isn't the time long overdue for the standardization of assessments on a realistic and equitable basis.

Parasitism is no less abominable at municipal than at the higher levels of governments. They tread the 'primrose path to the everlasting bonfire' who demand filet mignon at the price of bologna by benefit of subsidy.

Col. C. W. Gilchrist, General Manager of the Good Roads Association, when asked his opinion on

tollways for Canada, replied that Canadian motorists were paying the equivalent of tolls in the much higher gasoline taxes in effect in the Provinces of Canada, than in the States of the United States of America.

While motor vehicle owners in Ontario have paid and are paying their full share plus of the cost of highway construction and maintenance, it does not follow that the various categories of motor vehicle owners are relatively equitably taxed.

Camille Archambault, Vice President of the Canadian Trucking Association, recommended the cost-function method of taxation as a corrective of this inequity, in his speech to the Canadian Good Roads Association. He attacked the ton-mile tax as adversely discriminatory to highway-freight haulers. It would end their advantage over other vehicles that now obtains insofar as gasoline taxation is concerned.

Relative to cars and the lighter commercial vehicles the power;weight ratios of the huge transports and buses is so poor that their hill-climbing and accelerating performances sporadically impede other traffic. This power;weight ratio results in relatively high miles per gallon per

unit of weight, and therefore relatively low fuel taxation. It is for this reason that the American Automobile Association has long urged that an equalizing tax be imposed on heavy commercial vehicles. Their complexity functionally scarcely commend the incremental-cost or cost-functional methods of tax equation on an equitable basis.

Some of the figures that have been published regarding motor vehicle taxation revenue received, and expenditure on roads made by Ontario's Department of Highways, are reminiscent of an utterance of George Canning when he was the most potent political figure in Europe, or, indeed, the world. 'Statistics' he exclaimed, 'Statistics! I can prove anything by statistics.'

An example was the comparison of an expenditure of \$233,000,000 as compared with a revenue from motor vehicle licenses and gasoline tax estimated at \$141,000,000. Fifty million of the former was the municipalities' share of the cost of road construction and was not provided by provincial revenues. Thus we have \$183,000,000 to deal with. The estimates of the Department for 1956-7 included \$85,500,000 allocated to Highway Reserve Account.

Since the establishment of this fund less than

70 percent. of the amounts so voted have been disbursed for highway construction. Provided this pattern continues 30 percent. of this allocation -- or \$25,650,000 -- will not be expended this year and the amount remaining to be considered is \$157,350,000. This includes a \$6,000,000 subvention for the Trans-Canada Highway from the Federal Government. Thus the \$233,000,000 shrinks to \$131,350,000.

That is not a distinction without a difference. The record of previous years reveals that expenditures range from 10 percent. to 15 percent. below estimates and that the municipalities rarely expend the estimates' subsidies, their disbursements being frequently from 10 percent. to 20 percent below them. A 20 percent. reduction leaves a net expenditure of \$121,350,000.

It, therefore, seems that the comparatives should have been \$121,350,000 and \$141,000,000 (revenue), except that the revenue estimates are consistently low by millions. It appears, therefore, that revenue will exceed expenditure by many millions this year as it did last year and the year before that.

During the war years the revenue the Department

of Highways obtained from the taxation of motorists, as such, exceeded its expenditure on roads by more than \$115,000,000. Why was this not credited against the deficit of the 1920-38 period?

Since 1938 the Department's revenue has exceeded its expenditure by \$182,000,000. Add to this the estimated \$30,000,000 surplus for the current year, and the excess of revenue over disbursements will total \$212,000,000.

According to these data the contention that there is a desperate need for Tollways in Ontario is 'synthetic' -- to employ a euphemism.

Since its organization, ammost half a century ago, the Ontario Motor League has been consistently opposed to toll roads. That policy has never been amended, let alone rescinded.

Addressing the last Annual Luncheon Meeting of the Motor League, the then President J. A. Northey said in part:

'As good roads have always been a major objective of the Motor League, I am sure it would be superfluous for me to emphasize to the Hon. James N. Allan and his colleagues, how pleased we were with his announcement of the unprecedented program of highway construction and

improvement for the current year, or how much we sympathize with him in resiting the inordinate demands of pressure groups to which he is subjected. There are a host of road and street-problem babies their municipal parents seek to leave on his doorstep.

'This is a lush and lovely country, opulently endowed with natural resources and here we are in its industrial heartland, enjoying a dynamic development with but a single precedent and no current counterpart. In the eloquently expressive, if inelegant, epigram of Harry Truman: "We never had it so good" yet the lamentations and bickerings "that beat upon the satiate ear" might well indicate to a man from Mars that there is nothing we need so much as a "Wailing Wall".

'Maclean's Magazine recently stated that the restless complex of municipalities that is Metropolitan Toronto is producing millionaires every week through realty developments and yet those municipalities groan and moan that they cannot find funds to defray the costs of essential facilities and services. This paradoxical situation has resulted in several

suggestions that have, in common, dipping deeper into the pockets of motorists, the already most heavily taxed large category of citizens.

'Toll roads, toll expressways, municipal motor taxes and larger subventions from the road-user-tax revenue of the province are included in these suggestions. It is not to be forgotten in this context that practically all property taxpayers are motorists.

'It has been consistently the contention of the Ontario Motor League that those who profit from the use of the roads should pay for them. Road users are, of course, the principal beneficiaries of streets and highways. The other major beneficiaries of roads include the community, the province and the nation. Each should contribute its equitable share towards defraying the cost of roads.

'Three Royal Commissions on Transportation have found that the road user's share of the cost of the roads should be approximately two-thirds of the total. Recently the Canadian Tax Foundation suggested that because of the enormous post-bellum increase in motorization,

the road user's share should be increased to 75 percent. in Ontario. Computed on the basis of the respective periods to which these rates are applicable, the motor vehicle owners of this province have contributed more than their full share of the cost of roads.

'A basic objection to toll roads is that they subvert the principle that those who profit from the use of the roads should pay for them by imposing the full cost plus of toll roads on the users.

'Annually the motorists of Canada pay, as such, in the 10 percent. Federal excise tax and sales taxes on cars, and on gasoline, approximately 220 millions of dollars. Federal expenditure on roads annually is a very small fraction of this total, despite the fact that the Federal economy largely rides on rubber, and is geared to motor transportation.

'Apparently rational, realistic real estate reassessments are long overdue, as are rate revisions in accordance with the radically reduced purchasing power of the dollar. If they are long deferred it may be said of our time as Dickens said of another period: "it

was the best of times, it was the worst of times. . . we had everything before us, we had nothing before us, we were all going direct to Heaven, we were all going direct the other way". Far better that our conduct be such that it may be said: "They builded better than they knew".'

President Northey subsequently, in the course of his report to the Annual General Meeting of the Motor League, said:

'Before concluding, I should like to elaborate briefly what I said with reference to the League's policy on who should pay for the roads, by quoting from the Motor League's submission to the Select Committee on Toll Roads. After indicating that it is our contention that those who profit from the use of the roads should pay for them, the mentioned commentary states:

' Owners of cars, trucks and buses, of course, benefit from the use of the road, but they are by no means the only beneficiaries of good roads. Property values are enhanced by good roads. Is it suggested that this should be an unearned increment?'

' Good roads make very substantial contributions

to national, provincial and local economies. Should these contributions be at the expense of road users?

' "Distribution of goods and services rivals production in equating the cost of living and lowering the cost of distribution is a major benefit of good roads. Should this, too, be charged to the road users only? All but a small fraction of the highly profitable tourist traffic flows into and over the roads of this province and indeed, of all Canada. Should the motor vehicle owners of this province and the other provinces finance completely and exclusively this fundamental tourist-traffic facility?

' Good highways are essential to efficient national defence and defence production, as well as other production. Their importance in national integration as in cultural and social betterment should not need more than mention to be appreciated by this gathering. It seems to some of us at least, that much of the case for Federal Aid to major highway construction -- and it is an excellent case -- a case that has the unqualified endorsement

of President Eisenhower -- is lost by the contention that those who use the roads should pay for them. Use determines the functional value of roads, and, as you know, our national economy rolls on rubber. Every Canadian is a beneficiary of good roads, directly and/or indirectly. Is it not right and proper that each, to the extent that is practicable, should contribute to the cost of building, improving and maintaining good roads in proportion to the benefit he or she derives from their use?

' You will appreciate, I am sure, that the policy of the Ontario Motor League in this is in conformity with the recommendations of the Royal Commission on Roads in Britain and of similar commissions in Canada'."

Mr. Chairman and gentlemen; I apologize for my throat condition. I have been confined to my bed for some time with septicemia. I did not realize my throat was in as bad a condition as it is, or I would have asked someone else to present the brief.

Q. I hope we have not strained you, Mr. Hastings, by having you read this.

MR. AULD: May I ask Mr. Hastings a question?

THE CHAIRMAN: Yes, certainly.

BY MR. AULD:

Q. You mentioned that you can prove anything by statistics, but I would like to question some of your subtractions.

You point out, on page 9, "the amount remaining to be considered is \$157,350,000".

Then, you subtract \$6 million from that, and arrive at a total of \$131,350,000. It appears to me there is \$20 million around someplace, which has not been taken into account.

A. What page is that?

Q. Page 9. That is after deducting the estimated subsidies, and that makes quite a difference with some of the deductions farther down.

A. I am sorry I have not with me the basis of those figures, which I secured from various sources, consequently, I cannot explain that error.

Q. Even on the basis of the thought behind this calculation, that still leaves an expenditure at roughly the same level as the revenues, on the basis of this year, instead of being \$20 million lower. There is a deduction which is wrong there.

Further down on the page, you say:

"During the war years, the revenue the Department

of Highways obtained from the taxation of motorists, as such, exceeded its expenditures on roads by more than \$115 million,. ."

and you, I think, said it was not applied to deficit, but according to the figures we were given by Treasury, it would appear that had it been applied, we would still have had an accumulated deficit, on a cash basis, of \$28,498,000, and based on thirty-years amortization, it is about \$461 million, even taking into account the years when revenues did exceed expenditures.

I do not know whether you have seen these figures, but they are really quite interesting.

A. I will be glad to see them.

MR. CHILD: I have one question I would like to ask of Mr. Hastings, Mr. Chairman.

THE CHAIRMAN: Very well, proceed.

BY MR. CHILD:

Q. Following the previous brief you presented, I discussed some of the contents with friends who were, at that time, members of the Ontario Motor League. Some of them expressed their opinions at the time which were considerably different from those in the brief, and they said that nobody had been actually consulted, that there was no vote taken, as far as the Ontario Motor League was concerned.

Then following that, in Kitchener, on September 12th, His Worship Mayor Weichel said -- and I am quoting from a transcript of the hearing:

"Mr. Chairman and gentlemen; I am an executive member of the Ontario Motor League, and an executive member of the Ontario Good Roads Association.

"THE CHAIRMAN: There is certainly a conflict of interest there.

"HIS WORSHIP MAYOR WEICHEL: One is opposing the toll roads, but not the executive nor management. I am an executive member and was not even asked about it. Our President from Hamilton was not asked about it, but somebody wrote a brief, and sent it to the government."

Can you explain that, please?

A. Well, Mr. Chairman and gentlemen; the clubs of the Motor League, to a considerable extent, ^{are} autonomous.

The policy of the Ontario Motor League with regard to toll roads has obtained since its founding, in 1907. It has been fighting toll roads. As I said in this brief, that policy has never been amended.

Q. Mr. Hastings, may I suggest that both horses and buggies had gone out of date, and cars have taken their place, and the membership has had its autonomy

entirely taken away from it. I do not belong to the Ontario Motor League any longer, but I have been a member. If I were a member now, I would object strenuously to somebody voicing my opinion, when I was not consulted, and some of these people voiced that much to me, and people who are members of the Ontario League, say they have no say in it, and they are heartedly in favour of toll roads, some of them just having returned from the United States.

I would like to know if this is the opinion of just one or two members, or the opinion of the entire membership.

A. The entire membership had not been polled. But it is the established policy, and it has been recently before the Board at an annual meeting.

BY MR. AULD:

Q. Mr. Hastings, I can see the opposition to toll roads and toll bridges many years ago when they were, in many cases, the only way of getting from one place to another, but with changing conditions, and the present concept of toll roads as evidenced in the United States, it would appear there might be a change in view.

I am a member of the Motor League, and I would be interested to know whether the executive has discussed

this matter and decided to continue the policy, or not.

As Mr. Child has pointed out, there is another statement on that by a Mr. Sandrock, up in Kitchener, who was President of the Waterloo Automobile Club.

He says:

"Our organization is not in accordance with the brief presented by the Ontario Motor League. We have discussed it, and we are definitely not against toll roads, because we feel that the people who use the roads should pay for them."

So it would appear, from what we have heard from members of the executive of the Motor League, both in Kitchener, and I think in Hamilton, that they were not aware of any discussion by the executive of the Motor League recently with regard to policy, in connection with toll roads.

A. My comment on that is that it has been discussed at annual meetings whether Mr. Sandrock or "Tom" Mahoney were there or not.

As a matter of fact, Mr. Mahoney was present at one time, because he had some discussion in favour of toll roads, but the policy stood; it was not amended.

BY MR. CHILD:

Q. This is not a unanimous opinion of your membership?

A. No, but we have every reason to think it is a majority opinion. Certainly it is a majority opinion of the Board.

Q. But not of the membership?

A. There are three members on the Board -- we have a Board of fifty members -- who have spoken in favour of toll roads. Two of them are officers in the Ontario Good Roads Association, and are two of the men who have been most active in the Ontario Good Roads Association, in championing toll roads. I think you can guess who they are. They are extensively interested in municipal work.

BY MR. MacDONALD:

Q. May I get this point clear? Do I understand then that the situation within the Board -- apart from the membership; and I would like to come to that in a moment -- is that out of fifty, there were only three opposed?

A. There were three who were opposed.

Q. And I suppose we have heard from those three?

A. I suppose you have.

BY MR. AULD:

Q. Does the whole Board generally attend the meetings?

A. I beg your pardon?

Q. Are most of the Board meetings attended by most or all of the executive?

A. Our Board meetings are attended by some -- I would think our average attendance at a meeting was more than thirty members.

BY MR. MacDONALD:

Q. How often does the Board meet?

A. Four times a year.

Q. In other words, you have had one or two meetings since you were here last spring?

A. Yes, and I just gave you the statement by President Northey at the annual meeting, and there was not a person raised any objection at the annual meeting, to anything he said.

BY MR. CHILD:

Q. How can these people arrive at a conclusive solution, or an answer, if you have not polled your membership? How do they know what the members are thinking, if they have not been polled, in fifty years?

It would be a wonderful way of running an organization, if you did not consult your shareholders, but let the Board of Directors simply go its own way, and run the business.

Do you not think the people are entitled --

A. Of course they are entitled to attend annual

meetings; they are entitled to write in at any time, and certainly they are entitled to advise the Directors of their opinions, just as your representatives could talk to you.

On the other hand, Chairman Burke said you could treat it by yielding your best judgment to their opinions.

BY MR. MacDONALD:

Q. When was the last annual meeting of the Motor League held?

A. In April, sir.

BY MR. ROOT:

Q. Apparently your organization is officially opposed to toll roads. I do not think there is any person who officially wants toll roads, but they want roads. We are trying to find out the best way of getting the roads the province and the municipalities need, and the best way of financing them.

You are opposed to toll roads? How should we finance the increased road programme?

A. The subventions of the Federal government are wholly inadequate; they are mere tokens.

In that regard, I regret to say that the Federal government, in the matter of roads, is the biggest parasite of them all.

BY THE CHAIRMAN:

Q. Mr. Hastings, firstly, the recitation of fraud,

and so on, and so forth, in the United States, in the operation of their toll roads, really has no application to our situation in Ontario whatsoever.

A. It is simply a commentary.

Q. I do not suppose you are suggesting that if we establish a Commission, we would run into any difficulty such as that?

A. No.

Q. What happened on the Pennsylvania Turnpike --

A. -- I do not anticipate that you would.

Q. Now, we have that point. Now, you have made a statement here -- if I can find it -- to the effect:

"The A.A.A. -- "

that is, the American Automobile Association?

A. That is right.

Q. It says, on page 8:

"It is for this reason that the American Automobile Association has long urged that an equalizing tax be imposed on heavy commercial vehicles."

That is a point which is confronting this Committee.

I wonder if you can give us anything other than I have mentioned?

A. For the information of this Committee, I brought this (indicating) along.

Q. That will be distributed, but I wonder if the Motor League has any suggestion as to how or what form such an equalization tax might take?

A. I think the most general one in the United States, was the one outlined to you by the lady from New York State, Mrs. Long.

I think that is in effect in some twenty States of the Union.

Q. That is, some form of a weight-distance tax?

A. Yes.

Q. That is the Motor League's suggestion, is it, as to some means of rectifying this imbalance?

A. I am sorry, but the Motor League has not crystalized its thinking in that regard, but it does feel there should be some compensating type of taxation.

Q. We are faced with the problem of investigating and making recommendations as to some form of weight-distance tax, and we are interested in getting any expression of opinions we can on that matter.

A. I mentioned, I think, sir, the much better fuel economy of these heavy vehicles, consequently, the gasoline tax yield is lower than on the lighter motor vehicles, including, of course, passenger cars, or light commercial vehicles.

Because of this weight power ratio, you have them

creeping up the hills, and becoming road blocks to you, and you have the same condition, of them impeding acceleration, at the turn of the lights.

We, here in Ontario, are building extra facilities to take care of that poor performance-factor of these heavier vehicles by these so-called "creeper tracks" on the ascending side of a hill. That has to be carried over the crest of the hill for some distance to accelerate the normal flow of traffic.

That is not something which should be charged against the motorists, is it? Because it is the fault of the performance of the heavy vehicles, which is necessitating that extra expenditure.

Also, of course, there is the factor of the greater weight of these vehicles, requiring more costly structures.

There are various ways of dealing with that. Some of them are highly complicated.

With regard to weights; I do not think the figures you have from California or Florida would be fairly applicable here, for the reason that frost causes much more of your structural costs here than in Florida or California. But that is something which can be fairly readily determined by the engineers, as to just what additional cost is involved in the way of providing

adequate pavements for these very heavy vehicles.

MR. MacDONALD: Mr. Chairman, relating to the question you asked, there is something I would like to have made clear.

BY MR. MacDONALD:

Q. Mr. Hastings, I notice this brief is presented on behalf of the Ontario Motor League, the Canadian Automobile Association, and the Ontario Motor Truck Owners' Association. Do I conclude, then, there is some suggestion in your brief for some tax which would meet this inequity between the cars and the heavy trucks, which is supported by the Ontario Motor Truck Owners' Association?

A. The Ontario Motor Truck Owners have not voted on it, but I am satisfied they would support it.

Its Honorary President is here today, and in speaking to the Select Committee on Highway Safety, he indicated that, in his opinion, it would support some such measure.

MR. ROOT: Mr. Chairman, on this same point, may I ask a question?

THE CHAIRMAN: Certainly, Mr. Root.

BY MR. ROOT:

Q. Mr. Hastings, as a matter of information, I cannot see anything wrong with your argument that the

motorists should not be charged for the "crawlers' strip". But should the trucks be charged for any share of the construction of the roads which they are prohibited from using, because of their weight?

A. You have a point there. If they are prohibited from using them, they are certainly of no use to them.

Q. Then you have a situation where the greater percentage of the road mileage is on roads, where the truck is prohibited from drawing full loads for two months of the year?

Another point of inequity is this; a truck is prohibited from using the roads for one day out of every seven. And yet the private cars, with a \$10.00 license fees, can use the roads every day of the year. You have the P.C.V. restriction, where you are limited to certain districts.

A. I think you are getting into a very complex equation. Some cars are only used on weekends.

Q. There is nothing to stop them from using the roads at any time, but by law, trucks are restricted to certain types of roads.

I think, in fairness, perhaps they do add more to the cost of construction, but for the same reason, why should they be taxed to build roads they are prohibited from using?

Where do we reach a point of equity? We have to make a recommendation, and I am asking for information as to the point of equity.

If you take into consideration the weight factor, it is easy to figure, but if you take into consideration that the heavy trucks are prohibited by law from drawing full loads for twenty percent. of the time, and prohibited by law from using the roads one day in every week, it seems to me there are a great many inequities on both sides of this picture.

A. As far as certain streets are concerned, the heavy transports are not contributing to the cost of locally-built municipal roads.

Q. The towns and villages receive a provincial subsidy.

A. Do they?

BY MR. AULD:

Q. As far as operating on Sundays; anybody in the retail business is prohibited from operating on Sundays.

Mr. Root was speaking of inequities --

BY MR. ROOT:

Q. I am not suggesting trucks should be on the road, but I say that, from a point of equity, the automobile with the cheap license, perhaps pays more than his share

of the gasoline tax, but I am asking for help as to this point of equity, where we can come out and say, "This is fair".

At first glance, the weight-mile tax, as I read Mrs. Long's statement, admitted of about 50 percent evasion, and high administrative costs. Perhaps that could be corrected. I do not know.

I know, from a point of equity, the man driving on the poorer roads, pays the most gasoline tax, and the man sitting at the wheel behind a stop light, pays the most gasoline tax. But a man driving on a superhighway, which is a higher standard of road, and with fewer stops, and there is a higher gasoline mileage, is receiving something the average motorist cannot receive.

A. Have you any inspectors --

BY THE CHAIRMAN:

Q. Oh, there are, you can be sure of that.

A. I do not know how we can hope to work out all these things. All we can hope to do is to work them out on the general basis of fair play.

MR. AULD: Mr. Chairman, I wonder if Mr. Hastings could suggest what either his own, or the Motor League's opinion is as to the proportion of the cost of roads which should be borne by the motorists?

BY MR. AULD:

Q. I see, Mr. Hastings, on page 11 of your brief,

you say:

"Computed on the basis of the respective periods to which these rates are applicable, the motor vehicle owners of this province have contributed more than their full share of the cost of roads."

A. The Royal Commission referred to --

Q. I may say, before you go on, Mr. Hastings, that we have been informed that the motorists of this province have been paying through their present tax -- and not taking into consideration the Federal tax -- over a ten-year period somewhere between 65 cents and 69 cents toward the cost of the roads.

But it would appear, from the inference which I received from that paragraph, that in this province the motorists are paying roughly the share the Motor League feels they should be.

A. I think, generally, that is so. The Royal Commission referred to, found that 33 percent. should be the States' share of the cost of roads, because of the State tax.

The Tax Foundation's figure worked out with regard to the extraordinary increase in the post-war period, that perhaps an equitable share now would be 25 percent., and the users' share should be 75 percent.

BY MR. AULD:

Q. Would you be prepared to give us any indication

of which figure the Motor League might be inclined to support? That is a question which is of great interest to this Committee. We have had various opinions on it, and of course, it is very difficult to support any opinion, as opposed to any other.

A. My reply on that score is that I cannot give you an absolute answer, but it is my opinion that the Board would support 25 percent. That is in conformity with the findings of the Royal Commission.

BY MR. MacDONALD:

Q. May I interject, Mr. Hastings? If we are now meeting roughly two-thirds, and your suggestions were implemented of some sort of a tax which would remove the inequity as between the heavy vehicles and the motorists, I think your two-thirds would automatically go up to about the figure of the Canadian Tax Foundation's new suggestion, that is, 75 percent.

A. Back in the time this 25 percent. recommendation was made it was applied over this period, on the basis of a post-war period. From then on, it was intensified.

I think, in general terms, that would be regarded as equitable by the Board.

I know that is not a satisfactory answer, but, really, I do not know. I am picking out the answer from the air.

Q. I do not know who could, to tell the truth. There is one other question: in the brief, in several places, to me there is the implication about the cost of municipal roads, and how to meet that cost.

Would you be prepared to answer a question along this line; do you feel that municipal roads should be paid for completely by real estate or by municipal taxation?

A. No, I do not think so. I think it is quite proper that provincial subventions should be considerable, insofar as the linkage roads are concerned, the tying together of provincial highways, that is, your distributory and contributory roads to your King's Highways.

Q. You probably agree it would be very difficult, certainly in a place like Metropolitan Toronto, to decide what is a King's Highway traffic link, and what is a contributing link, and what is directly a residential street, from the point of view of administering it.

A. I am quite sure you would not want to take on that task yourself. It is a job for the engineers.

BY MR. CHILD:

Q. While you are on that question of real estate and assessments, do I interpret correctly that, on page 11, you are suggesting that real estate should be paying more than they are at the present time, and that

part of that money could be used for roads?

A. I am suggesting there that real estate, in some cases, is paying less, bearing in mind the reduced purchasing power of the dollar.

Q. Is this a general statement, or are there one or two specific items?

A. I know of a few specific cases.

Q. But, generally speaking, that is not an accurate statement, is it? We are taking real estate assessments over the whole of the province of Ontario. Any taxes would have to be based on the over-all, provincially.

Does that statement actually apply to the general assessment in the province of Ontario?

A. I think the statement we are lacking in standards, in the modernization of a realistic basis of assessment, is very common.

BY MR. AULD:

Q. The system of paying for roads in municipalities, that is, residential streets, varies a great deal, and I think the reason for the flexibility is due to the fact you mentioned before as to what benefits accrue directly to the properties abutting the street, or the benefits accruing to the community as a whole. Because, under the Local Improvement Act, it is the property

which is paying for the whole cost of the roads, and, as you probably know, the municipal subsidy is only paid on the municipality's share for any of the cost of building that road.

So I think this statement would be very broad, if you included the whole province.

There are some places where the local improvement by-laws affecting roads may be set up, so the municipality pays 50 percent. of the cost, and the property owners pay the other 50 percent.

Of that municipality's share, they would receive by way of subsidies from the provincial government, an amount depending on the size of the municipality.

So, I think, as I say, it is a pretty broad statement to say that real estate is not carrying its share, because in many places it is.

A. It was not intended to be a general condemnation. That can be as difficult as the ribbon development -- that is, generating roads built to an expressway or an urban street, and paid out of the tax on the motor vehicle owners.

Why should not the province be able to come back to some municipalities which have all that additional tax on these city streets, with a charge which would be applicable to highways?

Q. What happens, Mr. Hastings, in perhaps not all, but in many of these cases, that in a very short time the municipality extends its boundaries and takes in these people, and then is faced with the cost of maintaining the highways.

I cannot disagree with you entirely, because ribbon development is a great problem.

BY MR. MacDONALD:

Q. I disagree with some of the interpretations by Mr. Child, and I would like to be corrected, if I can.

I think you were saying that the cost of the great capital needs of real estate was so great, but here is an area where there is ultimately some revenue to be raised, and to carry that thought a bit farther, and in keeping with your theory that those who benefit from the roads should contribute more, if you built a four-lane highway there, it immediately results in a number of things, including the great inflation of real estate values along there, and it becomes a fair area for industry to expand, and the land is greatly increased in value.

Out of that, in theory, there should be revenue to meet the cost of the roads.

A. If there is not, it is sort of an iniquity.

BY MR. AULD:

Q. That is the case for municipal financing or

improvements on a local-improvement basis. I think the drawing of some lines on a map, or pounding some stakes, does not per se make the land more valuable. What makes it more valuable are the extra amenities which are provided.

A. That is so.

BY THE CHAIRMAN:

Q. There has been a great deal of comment, and you have reproduced a good deal of it, about "the twilight of toll roads", and so on, but I noticed in an article I read, that in almost all cases it is attributed to the present Federal road-building scheme in the United States.

You quoted figures from only one toll road which is in trouble, that is, the West Virginia Turnpike. I think that has been in trouble from the moment it was created --

A. It should never have been built at all.

Q. Right: we will accept that as a mistake on somebody's part, but you intimate the Pennsylvania is in trouble, that the New Jersey Turnpike is in trouble, that the New York State Thruway is in trouble, and so on. Are they, in fact, in trouble? I never have seen any figures to show that the New York Thruway is losing money.

A. If I implied they were losing money, I should

not have. They have experienced a much smaller return from commercial transports than they expected.

BY MR. MacDONALD:

Q. And they reduced their rates to check that?

A. That may be.

BY THE CHAIRMAN:

Q. Let us get down to the meat of this thing.

It may be an error on the part of the administration, but there is the conclusion being drawn from that, which may or may not be true, but the conclusion is, there should not be another toll road built in North America. Is that a fair conclusion?

In other words, will the New York Thruway pay for itself, even if it has to change its rates? Will the Pennsylvania Turnpike be in the same position? That is what I am interested in.

I do not care whether they change their rates every third day, as long as it is feasible to build two or three hundred miles of road in two or three years, rather than in ten or fifteen years.

A. Mr. Chairman, I think there is no doubt that the New York Thruway will pay for itself, as the Pennsylvania has.

The point I intended to make -- and which apparently I did not make as clear as I should -- was

that their returns were lower from the commercial transportation than had been anticipated, and that all the extensions of the Pennsylvania Turnpike, and the extensions of the New Jersey Turnpike, which is the most successful of them, have all not received the commercial revenues they anticipated.

Q. But we cannot necessarily draw from that, that in your thinking, toll roads not economically feasible?

A. No. I am thinking in regard to feasibility. It was suggested in my former presentation to you. Volume is the determining factor, and where you have the volume, you cannot make too many changes from freeways to toll roads.

Q. I do not understand you there.

A. Can you take the Queen Elizabeth Way which has been a free road for years, and convert it into a toll road?

Q. I think not.

A. I think that applies to any of our roads.

Q. What is its application to future roads?

Supposing we accept your premise that no present existing roads can be converted into toll roads: what I am trying to get at is that there are indications in your brief that because of certain things happening in the United States, the province of Ontario should

not build any toll roads.

I want to find out why. We have established already that it is not because they will be financially unsuccessful. You have said that they are providing for the necessary volume of traffic.

A. I am not sure that I quite "get" your question. As I understand it, the application of the fact -- if it proves to be a fact -- that toll roads will be progressively eliminated in the United States --

Q. Perhaps I should make myself a little more clear. They will be, it appears, progressively eliminated by virtue of the very substantial Federal participation in road building, but they will not be eliminated because they are economically not feasible?

A. That is right.

Q. That is very important to us in Ontario, because as much as we may "beat our breasts" or use the "wailing wall", I do not think we can anticipate any Federal participation to any degree whatever. Therefore, we have to assess this as whether it is a method of getting revenue faster than we otherwise would for building, and I think we would be foolish if we allow our judgment to be influenced by such quotations as you put in here, because those quotations do not prove that these roads will not pay for themselves or are economically unfeasible.

Do you see my point?

A. I quite see your point, Mr. Chairman. My point is that a toll road is a most expensive type of road, and if toll roads are eliminated in the United States, we will have very active and increasing pressure here to eliminate them, which means we will have to go through a very expensive process, through which the United States will be going, that of purchasing the toll roads, and integrating them into the state system.

BY MR. MacDONALD:

Q. In that connection, there is something here which I have learned for the first time, that apparently the Federal government in the United States is going to examine the whole system of toll roads, with a view of returning them to freeways.

A. They have set up a toll road committee.

BY THE CHAIRMAN:

Q. They have appropriated funds to permit them to do so.

A. It was a committee set up to go into this matter of the Federal-aid system.

Q. Let us move along a little further. We have been told in several places as we have gone through the province, by various people, that while they do not want toll roads, they want roads, and if it is necessary

to pay a toll to get a road, they are prepared to pay it.

That leads us into this question; is the Motor League satisfied with the present rate of construction of highways in this province?

A. Every motorist wants more roads and improved roads.

Q. Yes, sure. It gets down to the old question, "We want them, but we want somebody else to pay for them". That is, I suppose, a human approach, but I wanted it on the record.

BY MR. YAREMKO, Q.C.:

Q. The first four pages of your brief are devoted to the "twilight of toll roads in the United States". But are not those four pages devoted to viewing this from an investigatorial point of view?

You quote from the "Monetor" and "Times", the Financial Post, and Barron. In regard to those quotations; are they not from the point of view of a man who might be called upon to invest his money in the bonds? None of these represent the points of view of the motorists -- these four pages (indicating)?

A. That is largely so.

Q. Are they not more or less suggesting to people or others, that they are investment advisors, and they say that a toll road is not the gold mine, from their

point of view, they may think it is. There may have been some effect on the security; is that not correct?

A. That is generally so, yes.

BY MR. MacDONALD:

Q. Even if it is true -- and certainly it is true -- if the general point Mr. Hastings is making is more valid, and if the investing fraternity is losing interest, it is not the "twilight"; it is the end -- period, colon, exclamation point.

BY MR. AULD:

Q. If you are going to borrow money to build roads, it seems to me the investors will be more interested in purchasing these bonds if there is some additional plan to pay them off.

. To meet our highway needs, and to secure the revenue necessary, it seems quite apparent we will have to find some more money someplace, or borrow money to build the roads.

If you are simply increasing the gap between revenue and expenditures, it will be progressively harder to sell the bonds necessary to finance that programme, based on the present sources of revenue.

If you have additional sources of revenue, it would appear to me to be easier to finance the construction of the roads.

MR. MacDONALD: But why anyone would want to seek additional revenue out of public funds to underwrite the bonds to enable the investment fraternity to continue their interest, I cannot see.

BY MR. YAREMKO, Q.C.:

Q. Supposing, Mr. Hastings, we did not have toll roads, and we decided we need a road, and we went out and borrowed the money; we would still have to repay it out of the present gasoline tax and registration fees. Is it not of importance to have a certain portion of that deficit paid by specific users of specific roads?

The money is there to be raised, either by raising the gasoline tax or borrowing, and if borrowed, it has to be repaid.

Is it not better to have two sources of revenue to repay that debt, whether in the form of a public indebtedness, or placed on toll-road bonds?

A. I do not think so for the reason that, in accordance with our discussions a little while ago, we would be paying 75 percent. in one case, and 100 percent. in the other, and would be paying 100 percent. on the greater capital cost than we are paying the 75 percent. on.

MR. ROOT: Mr. Chairman, what does Mr. Hastings think of our recommendation that the province pay for

the basic costs of the road? For instance, it costs \$125,000 to build a mile of rural highway, and it costs \$600,000 to build a superhighway --

THE WITNESS: Then you are having the state make an investment, the return on which to those who subscribe to the fund, by way of taxes, will only come back to those who are prepared to pay the premium cost of the toll road.

What benefit is a toll road to those who do not use it?

BY MR. ROOT:

Q. You think the man on the toll road should have a right to any returns from the gasoline tax or the registration fees?

A. That is the way it has worked out, in my studies.

Q. But I am asking you about Ontario.

A. I hold no brief for that.

BY MR. YAREMKO, Q.C.:

Q. Mr. Hastings, getting back to the question: I imagine you are familiar with the toll-road system in the northern part of the United States?

A. Yes.

Q. Can you imagine what the situation would be today, if these toll roads had not been built? I am speaking of the New Jersey Turnpike, the Pennsylvania

Turnpike, the Ohio Turnpike, and the New York Thruway. Can you imagine what would happen if you took these roads off the map today, even to the motorists from Ontario? Can you visualize what the situation would be?

A. It would be in a "Hell of a mess"; that is quite right.

Q. So there must be some justification for the toll roads. They are something which, under different conditions, might not have been.

A. Apparently the situation got so bad that they have had to do something about it.

You mentioned New Jersey. In New Jersey, the road-users-tax diversion amounts to about 85 percent. of the tax income paid, and is used for other things, schools, hospitals, and God knows what. They would have "gone into the red"; if they had not, they could have had freeways there instead of toll roads.

That also applies to New York State, where 45 percent. of the road users' taxes have been diverted.

THE CHAIRMAN: But it does not apply to Ontario.

MR. MacDONALD: And that is why they have toll roads down there.

BY MR. YAREMKO, Q.C.:

Q. New Jersey is a corridor state, and they have toll roads, not because they wish to primarily divert

the tax, but they want to catch the out-of-state corridor traffic.

THE CHAIRMAN: It seems to me there has to be taken into consideration, and in conjunction with that statement, that an average trip on the New Jersey Turnpike is only 35 miles. So a very great deal of traffic comes from people in the state, not just from the people who are travelling through.

MR. AULD: I think that 35 miles is travelled by people from outside the state. There are many people who live outside of New Jersey, but who work there, and vice versa.

THE CHAIRMAN: I would like to get back to the question of the Motor League for just a moment.

The Motor League is in favour of more roads?

THE WITNESS: Right.

BY THE CHAIRMAN:

Q. Is the Motor League prepared to give this Committee any assistance in its deliberations as to how these roads are to be paid for?

A. They will increase the use of the roads, and you would have increasing revenues, and also, I am still hopeful that you can get larger subventions from the Federal administration. There is an election coming on next year, and you may be all right.

Q. Apart from the hope of getting increased aid from the Federal government -- and we all agree with you; there is no doubt about that -- has the Motor League, as such, any suggestion to make as to how the province would finance that portion of the cost of the roads, as they are going to have to finance the roads we want and need?

A. Well, it seems to me, as I told you, that a great deal of the investment in new roads is a permanent investment, and will go on indefinitely, in connection with your rights-of-way, and sometimes your gradients and so forth.

I do not know why that should not be charged to the future, to a considerable extent.

BY MR. AULD:

Q. Mr. Hastings, that has been the case, and I think the philosophy of financing roads in the province for many years.

A. I think so.

Q. If you look at it on a thirty-year basis amortization, that would cover a great portion of the capital investment. The rights-of-way remain, presumably more or less permanent; certain of the structures might last longer, but certain of the pavements may have to be replaced a little sooner.

The problem of the province is that the debt is increasing very rapidly, and naturally the amount of money required to service that debt each year increases, to include the other things we have to purchase, by following the same policy in the province, in regard to hospitals, schools and so on. However, I think there is a limit, it is generally agreed, beyond which you cannot go, where you cannot handle a debt all the time when things are perhaps not as prosperous.

So I do not think I could agree to a higher percentage of borrowings on our road, than we have at the present time.

A. I think that might well be approached on the basis that these obligations have been met. Obviously, we will not require, in your time, let alone in mine, another Trans-Canada Highway.

I do not know about what time it will require, but I rather question whether the present one will be finished for a considerable time.

Q. We have been unable to get before this Committee, any indication of when Highway No. 401 will be completed. We can get guesses, but we cannot get anything official. It depends on so many factors.

A. Has this not been a considerable factor, Mr. Chairman, that until quite recently the determining

factor is not so much the dollar, but the material and labour available, for the building which has been going on in the province in recent years?

MR. COLLINS (Secretary): I do not think you can separate cause and effect, because this year our expenditures will be considerably beyond our estimates. It sort of implies, if the money is there, then the contractors, and equipment and facilities, may follow. It is a difficult thing to separate.

MR. MacDONALD: I think that is for a particular reason, because our Highways Department was upset for about two years on account of an investigation, and that was right in the heart of the phenomenal expansion of the highway budget, because it has gone from \$54 million in 1952 to \$183 million, but in two of the intervening years, the whole programme was considerably disrupted by what is familiarly known as the "Highway Scandal".

MR. AULD: The province is also faced with the problem of knowing how fast a contractor should progress and if certain tenders are left at the end of the year, the question is which will be finished for inclusion in the budget, because it may be that there will be some which may be only half finished in a certain year.

If all of the work was completed by next March 31st, we would have a sizeable over-expenditure.

THE WITNESS: Is that not due to the fact that the contractors "bite off more than they can chew"?

THE CHAIRMAN: I wonder if any other member of your delegation would like to make any comments, Mr. Hastings, on this knotty problem we are discussing?

---The witness retired.

A. R. MORRISON,

Immediate Past President, Canadian Automobile Association, appearing before the Committee, but not being sworn, deposes and says:

BY THE CHAIRMAN:

Q. We will be glad to listen to what you have to say, Mr. Morrison.

A. Mr. Chairman and members of the Committee; this is all very interesting, and we appreciate your body has spent a great deal of time in going into the pros and cons of whether or not we should or should not have toll roads. I think probably you are in the best position, after hearing all these various people, to decide that question.

I would like to support Mr. Hastings -- being a Past President of the Motor League -- in our contention

that in the Ontario Motor League, we have been opposed to toll roads. Generally, I think that is a fair answer.

I suppose there are individuals in any organization who may not be in agreement with the policies, but they do not say so in so many words. Every opportunity for discussion was certainly given to them at our meetings.

As far as I am concerned, we are all interested in roads; we must have more and better roads if the automobile manufacturers are going to turn out automobiles as they contemplate doing in the future. It seems to me the great problem is how are we going to get these roads.

As a member of the Ontario Motor League, and having the interests of the motorists at heart, I always feel we do not want to support any idea that it is going to take more money out of their individual pockets.

We all know -- at least, I feel we all should know -- that toll roads are the most expensive form of highway construction. I think it is the most expensive type of operating the roads, and I think it is the most expensive costs, as far as maintenance is concerned.

If you are going to charge double to ride on

these roads -- exclusive roads -- you have to maintain them to their best possible performance.

I think the thing is pretty well boiled down as to whether we think the volume of traffic is sufficient to justify building and maintaining a toll road system.

From my observations, and the information I have secured, we have not the volume of traffic in Ontario to either build or maintain toll roads. If you, in your Committee, have figures to substantiate that there is, that is another thing. But I think if you are going to have these tollways, the first requirement is the money to build them, and I think you will have to find out who is going to finance them.

As I understand it, the bond companies in the United States have been the people who have provided the money for their tollways down there. They go to the people for their money, and if the people of Ontario are to invest, they must be assured that any money they invest in toll roads in Ontario will come back to them to pay the interest, on the bonds for which they have subscribed.

I think it is a very simple matter of arithmetic as to whether or not we can afford toll roads, and from my information, we cannot, in Ontario.

There is one stretch from Buffalo to Windsor which, at one time, was considered the most probable strip of any in Ontario, where we would have the greatest chance of operating a toll road successfully, but from my information, and talking with people in the United States, I am informed that their ideas have changed very considerably in the last few years, that the people who have been very glad to use a tollway in Canada, are now finding much better roads in their own country, and there does not seem to be the same need.

I am quite certain that once Highway No. 401 is completed, or partially completed, we will not feel the need for a toll road in this part of Ontario, anyway.

Those are my own personal opinions, Mr. Chairman.

MR. CHILD: Mr. Chairman, may I ask Mr. Morrison a question?

THE CHAIRMAN: Yes, certainly.

BY MR. CHILD:

Q. You suggest you are opposed to any tax which would take more money out of a man's pocket? Does that mean you are opposed to any new form of taxation?

A. Oh, no.

Q. You said something about taking more money out of a man's pocket, whether by way of gasoline tax, or

by way of toll.

A. We feel the motorist has been taxed for everything he does, from the very beginning. Even when buying an automobile, he is charged a tax. As a Motor League and Automobile Club official, I am opposed to that.

Q. Have you a feasibility report to show that a toll road between Hamilton and Toronto would pay, which would probably cost something like one-half a million dollars per mile, whereas, if it was built as a toll road, it might cost \$750,000 per mile.

If a feasibility report showed the road would pay for itself, and that the road could be built in the next few years by using money otherwise than from the current revenue, in which case we would have to wait ten years for it, would you be opposed to a toll road, or agree that it should be built for the convenience of the public?

A. I think I would agree it is a good idea, provided we can be shown it would be.

But this idea of people saying it will pay, and they are going to receive so much revenue, when the figures show they are not getting the traffic; that is another thing.

Q. Then you have changed your opinion of the toll

road principle? In other words, you just said if it would pay for itself in an area, you would agree to it?

That is contrary to the policy of the Ontario Motor League, which stated, with a very broad statement, that, "Regardless, we are opposed to toll roads, and have been for the last fifty years".

A. I think we have been opposed to them, because of the information we have been given in our discussions in the Ontario Motor League, which has been to the effect that there is not any road in Ontario which would carry sufficient traffic to pay for itself.

Q. If we could find one, you would support it?

MR. YAREMKO, Q.C.: In that connection, I notice

Hastings quoted the Eastern Ontario Development Association. Perhaps he had the same impression I had, from the press reports. When we went into the eastern portion of the province, we asked if a toll road was suggested for the area there. Apparently I had the wrong interpretation of it.

Their idea was to get a road, namely, Highway No. 401, and if the only way it could be obtained quickly was by tolling, they would accept tolls in each of these areas in the eastern part of the province.

We also discovered that various individuals said they were quite prepared to pay a general increase

in the gasoline tax, if it meant more roads sooner.

THE WITNESS: Thank you for the information. That puts it in a better light. Certainly the press report did not so indicate.

---The witness retired.

THE CHAIRMAN: Gentlemen, I think I can express on behalf of the Committee, our gratitude to you for coming here. Do not think from the rapid-fire cross-questioning to which you have been subjected, is from any other motive than to enable us to obtain information.

This is a problem, as you know, with many ramifications, and great complexities, and we are having our own troubles making up our minds, and we are searching for every scintilla of evidence which will help us so to do.

Again, we thank you for coming.

---Mr. Hastings and accompanying delegation retired.

---Further procedural discussion, not reported, by direction of the Chairman.

THE CHAIRMAN: I think now, gentlemen, we will adjourn until tomorrow morning.

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---Whereupon at 1:40 o'clock p.m., the further proceedings of this Committee adjourned until Friday, November 2nd, 1956, at 10:30 o'clock, a.m.

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